

Transmittal letter is missing.

UNT  
PAR. 1  
v. 10

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 1953

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

1954

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 1953

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

1954

# Contents

<i>Part</i>	<i>Page</i>
I. INTRODUCTORY DESCRIPTIVE SECTION .. .. .	9
Historical Survey .. .. .	12
Main Events of 1953 .. .. .	14
II. STATUS OF THE TERRITORY AND ITS INHABITANTS .. .. .	17
Status of Territory .. .. .	17
Status of Inhabitants .. .. .	18
III. INTERNATIONAL AND REGIONAL RELATIONS—	
International Relations .. .. .	23
Regional Agreements .. .. .	24
South Pacific Health Service .. .. .	24
South Pacific Commission .. .. .	24
IV. INTERNATIONAL PEACE AND SECURITY, MAINTENANCE OF LAW AND ORDER—	
International Peace and Security .. .. .	26
Maintenance of Law and Order .. .. .	26
V. POLITICAL ADVANCEMENT—	
Chapter 1—	
General Political Structure .. .. .	28
General Governmental System .. .. .	28
The Relationship Between Administering Authority and Territorial Government.. .. .	31
Plan for Western Samoa .. .. .	32
Chapter 2—	
Administrative and Legislative Systems .. .. .	33
The High Commissioner .. .. .	33
The Administrative Structure .. .. .	34
The Secretary to the Government .. .. .	34
The Legislative Assembly.. .. .	36
The Council of State .. .. .	40
The Executive Council .. .. .	41
The Fono of Faipule .. .. .	41
Board of Agriculture .. .. .	42
Chapter 3—	
Local Government .. .. .	43
Chapter 4—	
The Western Samoan Public Service .. .. .	45
Personnel of Public Service .. .. .	47
Recruiting and Training .. .. .	48
Chapter 5—	
Suffrage .. .. .	49
Chapter 6—	
Political Organizations .. .. .	50
Chapter 7—	
The Judiciary .. .. .	51
Chapter 8—	
Legal System .. .. .	54
VI. ECONOMIC ADVANCEMENT—	
Section 1: Finance of the Territory—	
Chapter 1—	
Public Finance .. .. .	56
Analysis of Revenue and Expenditure .. .. .	57
Chapter 2—	
Taxation .. .. .	60



Part.

VI. ECONOMIC ADVANCEMENT—continued

	Page
Section 2 : Money and Banking—	
Penalties for Tax Evasion, etc. . . . .	61
Section 3 : Economy of the Territory—	
Chapter 1—	
General . . . . .	62
Non-governmental Economic Organizations . . . . .	64
Chapter 2—	
Policy and Planning . . . . .	65
Capital Goods . . . . .	67
Economic Development . . . . .	68
Chapter 3—	
Investments . . . . .	68
Section 4 : Economic Resources, Activities, and Services—	
Chapter 1—	
General . . . . .	70
Production . . . . .	70
Copra Board . . . . .	72
Monopolies . . . . .	73
Co-operative Societies . . . . .	74
Concessions . . . . .	74
Protective Measures . . . . .	74
Economic Organization . . . . .	74
Chapter 2—	
Commerce and Trade . . . . .	76
External Trade . . . . .	76
Price Control . . . . .	77
Allocation of Goods . . . . .	77
Import and Export Licences . . . . .	78
Chapter 3—	
Land and Agriculture . . . . .	78
Historical and General . . . . .	78
Land Utilization . . . . .	81
Land Categories . . . . .	82
Land Tenure . . . . .	82
Problems Associated with Land Tenure . . . . .	83
Land Disputes . . . . .	83
Acquisition and Transfer of Land . . . . .	84
Land for Public Purposes . . . . .	85
Water Resources . . . . .	85
Agriculture . . . . .	85
Methods of Production . . . . .	86
Chapter 4—	
Livestock . . . . .	87
Chapter 5—	
Fisheries . . . . .	89
Chapter 6—	
Forests . . . . .	89
Chapter 7—	
Mineral Resources . . . . .	89
Chapter 8—	
Industries . . . . .	89
Fuel and Power . . . . .	90
Chapter 9—	
Transport and Communications . . . . .	91
Postal Services . . . . .	91
Internal Mail Services . . . . .	92
Overseas Mail Service . . . . .	92
Telephone Service . . . . .	93
Police Messenger Service . . . . .	93
Radio Broadcasting . . . . .	93
Radio Telephone and Wireless Telegraph Services . . . . .	94
Air Services . . . . .	94
Meteorological Services . . . . .	95
Roads . . . . .	96
Road Transport Services . . . . .	96

Part

VI. ECONOMIC ADVANCEMENT—continued.

Section 4—continued

	Page
Chapter 9—continued	
Shipping Services .. .. .	97
International Services .. .. .	98
Operation of Services .. .. .	98
Chapter 10—	
Public Works .. .. .	99

VII. SOCIAL ADVANCEMENT—

Chapter 1—

General Social Conditions .. .. .	101
Samoan Society .. .. .	101
The European Community .. .. .	103
Social Organizations .. .. .	104

Chapter 2—

Human Rights and Fundamental Freedoms .. .. .	104
Slavery .. .. .	106
Universal Declaration of Human Rights .. .. .	107
Right of Petition .. .. .	107
The Press .. .. .	108
Broadcasting Station .. .. .	109
Religion and Missions .. .. .	109
Adoption of Children .. .. .	111
Immigration .. .. .	111

Chapter 3—

Status of Women .. .. .	112
-------------------------	-----

Chapter 4—

Labour .. .. .	114
----------------	-----

Chapter 5—

Social Security and Welfare Services .. .. .	117
--	-----

Chapter 6—

Standard of Living .. .. .	118
----------------------------	-----

Chapter 7—

Public Health .. .. .	120
General Organization .. .. .	120
Samoan Nurses .. .. .	121
Regional and International Co-operation .. .. .	121
Medical Facilities .. .. .	122
Malaria Control Units .. .. .	123
Tuberculosis Control .. .. .	123
Veneral Disease .. .. .	124
Treponematoses .. .. .	124
Leprosy .. .. .	125
Research .. .. .	125
Maternal and Child Health .. .. .	125
Pre-natal and Maternity Clinics .. .. .	125
Care of Children .. .. .	126
District Nurses .. .. .	127
Qualifications of Medical Practitioners .. .. .	127
Qualifications of Dental Practitioners .. .. .	128
Pharmacists, Laboratory and X-ray Workers .. .. .	128
Number of Medical Personnel .. .. .	129
Environmental Sanitation .. .. .	129
Inspection of Foodstuffs .. .. .	130
Insect Pests, Pools, etc. .. .. .	130
Prevalence of Diseases .. .. .	131
Mortality .. .. .	131
Preventive Measures .. .. .	131
Quarantine .. .. .	132
Training and Health Education .. .. .	132
Nutrition .. .. .	133
Water Supply .. .. .	133

Part

VII. SOCIAL ADVANCEMENT—*continued*

	<i>Page</i>
Chapter 8—	
Narcotic Drugs .. .. .	134
Chapter 9—	
Drugs .. .. .	134
Chapter 10—	
Alcohol and Spirits .. .. .	135
Chapter 11—	
Housing and Town and Country Planning .. .. .	136
Chapter 12—	
Prostitution .. .. .	138
Chapter 13—	
Penal Organization .. .. .	138
Prison Conditions and Legislation .. .. .	138
Juvenile Delinquency .. .. .	140

VIII. EDUCATIONAL ADVANCEMENT—

Chapter 1—	
General Educational System .. .. .	141
Objectives .. .. .	141
Organization of Department of Education .. .. .	141
Relations with Mission Schools .. .. .	142
Aims .. .. .	143
Non-governmental Schools .. .. .	144
Teaching of United Nations Principles, etc. ....	144
Compulsory Education .. .. .	145
School Buildings and Equipment .. .. .	145
Text Books, etc. .. .. .	147
Youth Organizations .. .. .	147
Chapter 2—	
Primary Schools .. .. .	148
General .. .. .	148
Policy in Primary Schools .. .. .	150
Curriculum in Primary Schools .. .. .	150
Attendance .. .. .	150
Educational Wastage .. .. .	151
Classification of Pupils .. .. .	151
Chapter 3—	
Secondary Schools .. .. .	151
General .. .. .	151
Policy .. .. .	152
Curriculum in Secondary Schools .. .. .	152
Vocational Training Schools .. .. .	152
Classification and Attendance .. .. .	153
Chapter 4—	
Institutions of Higher Education .. .. .	153
Chapter 5—	
Other Schools .. .. .	154
Chapter 6—	
Teachers .. .. .	154
General .. .. .	154
Refresher Courses and Teachers' Aids .. .. .	154
Salary Scale .. .. .	155
Chapter 7—	
Adult and Community Education .. .. .	155
Chapter 8—	
Culture and Research .. .. .	155
Basic Services .. .. .	155
Economic Research .. .. .	156
Social Research .. .. .	156
Educational Research .. .. .	157
Indigenous Arts and Culture .. .. .	157
Language and Literature .. .. .	157
Theatres and Educational Organizations .. .. .	158
Printing and Publishing Facilities .. .. .	158
Cinema Facilities .. .. .	158

<i>Part</i>	<i>Page</i>
IX. PUBLICATIONS .. .. .	159
X. RESOLUTIONS AND RECOMMENDATIONS OF THE GENERAL ASSEMBLY AND THE TRUSTEESHIP COUNCIL—	
General—	
General Development of the Territory .. .. .	160
Political Advancement—	
Administration .. .. .	160
Local Government .. .. .	161
Proposals for Constitutional Reform .. .. .	161
Economic Advancement—	
General .. .. .	162
New Zealand Reparation Estates .. .. .	162
Preferential Tariff .. .. .	163
Social Advancement—	
Status of Women .. .. .	163
Medical and Health Services .. .. .	163
Educational Advancement—	
General .. .. .	163
XI. SUMMARY AND CONCLUSIONS .. .. .	165
GLOSSARY .. .. .	166
METRIC EQUIVALENTS .. .. .	166
APPENDICES—	
Note on Statistical Organization .. .. .	167
I. Population .. .. .	169
II. Administrative Structure of Government .. .. .	173
III. Criminal Cases Dealt With by the High Court in 1953 .. .. .	175
IV. Public Finance .. .. .	176
V. Taxation .. .. .	177
VI. Money and Banking .. .. .	178
VII. Commerce and Trade .. .. .	179
VIII. Agriculture .. .. .	183
IX. Livestock .. .. .	184
X. Fisheries .. .. .	184
XI. Forests .. .. .	185
XII. Mineral Reserves .. .. .	185
XIII. Industrial Production .. .. .	185
XIV. Co-operatives .. .. .	185
XV. Transport and Communications .. .. .	185
XVI. Cost of Living .. .. .	187
XVII. Labour .. .. .	189
XVIII. Social Security and Welfare Services .. .. .	189
XIX. Public Health .. .. .	190
XX. Housing .. .. .	192
XXI. Penal Organization .. .. .	193
XXII. Education .. .. .	195
XXIII. International Conventions .. .. .	202
XXIV. Legislative Activity .. .. .	204
XXV. Business Licences Issued in 1953 .. .. .	206
XXVI. Climatological Data for Apia .. .. .	207
XXVII. Faipule Districts .. .. .	207
INDEX .. .. .	211



## *Part I: Introductory Descriptive Section*

THE Territory of Western Samoa lies between latitudes  $13^{\circ}$  and  $15^{\circ}$  south and longitudes  $171^{\circ}$  and  $173^{\circ}$  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 between 1905 and 1911, the most recent period of activity of the volcano Matavanu.

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  $84.9^{\circ}$  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, and in 1953 only 76.66 in.

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 under a third of the population of the Territory, although it is larger than Upolu. At the time of the last census, in September 1951, the figures (for Samoans only) were: Upolu, 56,960; Savai'i, 23,193.

The final 1951 census figures showed that in addition to the 80,153 Samoans, 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, incorporating 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 Samoans are numerically the largest branch of the Polynesian race after the New Zealand Maoris. Though admixture has taken place, a very high proportion are of full blood. The language 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 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 fale. The range in types of residences is as great as the variation in the way of living. Some part-Samoans of European status are European in their thinking and habits, while others live almost completely within the framework of Samoan custom. Most speak Samoan in their homes, and 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 exceptions (although the number is increasing), 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. According to Samoan custom, any member of the aiga is 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; do not always coincide. As the latter is of more practical value, the tendency has been 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 Samoans. A possible development is the gradual absorption of many of these people and the increased isolation of the few more European or Europeanized families that remain. This 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 cannot 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 in 1952, 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 lands. 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 partly 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 1951 census 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		

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

	Per Cent		Per Cent
Roman Catholic	49.0	Seventh Day Adventist	1.6
London Missionary Society	23.3	Presbyterian	0.4
Latter Day Saints	8.0	Others	1.3
Church of England	5.8	Unstated	5.3
Methodist	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 1950 forest survey showed that the Territory cannot consider its forests as one of its main assets. There are no known deposits of commercially valuable minerals.

#### HISTORICAL SURVEY

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 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. 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 advance. 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 the 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.

In April 1953 a third United Nations Visiting Mission, led by Dr Enrique de Marchena, arrived in Samoa and spent some time in inspecting various projects undertaken throughout the Territory, and in discussion with various political representatives. On 19 March the Prime Minister of New Zealand, the Right Hon. S. G. Holland, had made a further policy statement relating to the Government of Western Samoa (see page 32). This statement was considered by the Mission to mark a courageous and progressive step in the Territory's advance towards its political and economic objectives.

#### MAIN EVENTS OF 1953

1. The Prime Minister of New Zealand issued a comprehensive policy statement relating to future plans and possibilities for Western Samoa.

2. In April the third United Nations Visiting Mission, headed by Dr de Marchena, spent twelve days in the Territory.

3. The Executive Council was set up, the first meeting being held on 10 March.

4. Hon. Tupua Tamasese and Mrs Tamasese went to England to attend the Coronation of Her Majesty Queen Elizabeth II as guests of the New Zealand Government.

5. Hons. Leutele Te'o and Tualaulelei Mauri with Messrs Gatoloai Peseta and Talamaivao travelled to Noumea to represent Western Samoa at the second South Pacific Conference.

6. In July Mr F. J. H. Grattan attended the meeting of the United Nations Trusteeship Council as the Special Representative of the New Zealand Government.

7. The Water Supply Ordinance and the District and Village Government Board Ordinance were passed by the Legislative Assembly.

8. The new Vaisigano Bridge was officially opened in June. Work on the Mulivai Bridge began in November.

9. Mr R. E. Mustchin, of the New Zealand Census and Statistics Department, visited the Territory to advise on methods of compiling demographic statistics.

10. Large-scale combined celebrations were held to commemorate the Coronation of Her Majesty Queen Elizabeth II, and the local Flag Raising Day.

11. Approval for an aerial survey of the Territory was given by the Legislative Assembly, and work was begun by officers of the New Zealand Department of Lands and Survey.

12. Dr C. E. Beeby, Director of Education in New Zealand, arrived to prepare a report on education in the Territory. While in Apia he officially opened Samoa College.

13. His Excellency M. Noel Henry, the French Minister to New Zealand, and Madame Henry, visited Western Samoa as guests of the High Commissioner.

14. Mr H. G. Duncan, of the New Zealand Department of Labour and Employment, visited the Territory and prepared a report on labour conditions.

15. Mr D. R. A. Eden, General Manager of the New Zealand Reparation Estates, represented Western Samoa at the Cocoa Conference in London and visited the Royal College of Tropical Agriculture at Trinidad.

16. Sir Brian Freeston, Secretary-General of the South Pacific Commission, paid a short visit to Samoa in the course of his trip round the Commission area.

17. The following specialists and officers of the South Pacific Commission visited the Territory:

Dr N. MacArthur to undertake a demographic survey;

Mr K. H. Danks to prepare a descriptive account of the present structure of representative island industries;

Dr A. H. Kroon, Executive Officer for Economic Development, South Pacific Commission;

Dr E. M. Ojala, Deputy Chairman of the Research Council, South Pacific Commission;

Mr V. D. Stace to work on the Economic Survey of the Territory.

18. Dr D. W. Caldwell, of the New Zealand Department of Agriculture, visited Samoa to carry out T.B. tests on cattle.

19. Mr B. J. Surrige, Adviser on Co-operatives to the Colonial Office, visited the Territory to advise on the formation of co-operative societies.

20. The Union Steam Ship Company vessels *Matua* and *Tofua* began to run a regular fortnightly service from New Zealand to Samoa.

21. A Samoan delegation led by Hon. Malietoa Tanumafili left in December for a tour of New Zealand as guests of the New Zealand Government during the Royal visit to New Zealand.

22. A delegation of Samoan Boy Scouts attended a Scout Jamborette in New Zealand.

23. Dr D. R. Huggins, of the World Health Organization, visited Western Samoa towards the end of the year and carried out a survey of the incidence of yaws in the Territory, and also prepared a draft plan for a yaws control programme to be undertaken in 1955.

24. Captain H. Ruegg, Nautical Adviser to the New Zealand Marine Department, and Mr M. W. Ramsay, Senior Electrical Engineer of the Ministry of Works, visited Western Samoa to advise on navigational lights and aids.

## *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, 1951, 1952, and 1953, remain the foundation upon which the legal and political structures are built.

The 1953 Samoa Amendment Act gave the High Commissioner power to extend the jurisdiction of Samoan Judges; empowered the Legislative Assembly of Western Samoa to establish by ordinance inferior Courts of justice having civil or criminal jurisdiction, made provision whereby the New Zealand Minister of Finance could fix a rate of exchange under which the Samoan pound may have a different value from the New Zealand pound, and enacted two minor provisions regarding the public service.

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 to 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: etc.

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 expected that the first step in the compilation of the laws of Western Samoa will be completed in 1954 with the consolidation of the Samoa Act and its amendments. 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. 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. The problem of status will be one of the matters dealt with in the course of implementing the Development Plan.

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 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 three former Samoans to be Europeans and eight Europeans to be Samoans, making a total of 576 Samoans declared Europeans and 64 Europeans declared Samoans.



For the second year running, more Europeans were declared Samoans than Samoans Europeans.

In the Prime Minister's statement on policy in Western Samoa reference was made to the ideal of developing "a united population comprising all Samoan citizens regardless of race". One long-contemplated step towards this objective was taken this year when the Trade Debts Ordinance, which was discriminatory in that it provided that Samoans could not be sued for trade debts, was repealed by the Legislative Assembly.

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

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

A European may not:

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

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 1953 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. Eleven persons of "European" status were registered as New Zealand protected persons in 1953. These were people 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 small numbers who are nationals of 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 1953, 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 lessens 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 Prime Minister in his statement in March indicated to the people of Samoa, by the inclusion of the ideal of a common citizenship in the plan for Western Samoa, that the Administering Authority hoped that a solution acceptable to all parties would soon be found.

In Samoa national status is not 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 1953 is given in Appendix XXIII.

Four requests for technical assistance in Western Samoa were made in 1953 to specialized agencies of the United Nations.

The Regional Committee of the World Health Organization (WHO) was asked if it could provide:

- (a) Assistance in organizing a refresher course in environmental sanitation for Samoan medical practitioners in Western Samoa.
- (b) Assistance in carrying out a yaws control programme in Western Samoa.
- (c) A fellowship to enable a Samoan medical practitioner to spend a period studying in a mental hospital which treats Pacific Islanders or people akin to them.

These proposals were adopted by the Regional Committee of WHO as possible projects, subject to the approval of the central organization.

The yaws control programme requires the help of UNICEF, which, under standing arrangements with WHO, provides the medical supplies and equipment for certain programmes undertaken by the latter organization. At the close of the period an appropriate application was in the course of preparation for submission to the Executive Board of UNICEF.

The Food and Agriculture Organization (FAO) was asked for assistance in assessing the feasibility of an experimental fish-pond culture project, and in carrying it out if it should be found to be practicable.

FAO was unable to make an immediate commitment, but it stated that account would be taken of the New Zealand Government's request when the Organization's technical assistance programme was next under review. Meanwhile arrangements were made for more detailed information in regard to this scheme to be assembled and furnished to FAO.

The regional associations mentioned in the next section have 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. As usual, valuable advice and assistance was given by this Service during 1953 to the medical authorities in 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 commercial

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. The Economic Survey, the first stage of which, an Economic Stocktaking, was carried out in 1953 with Commission assistance, will also be the subject of further Commission assistance. In the main this will take the form of the provision of professional and technical staff in those fields where difficulties are being experienced in obtaining such services. It is probable that some financial assistance may also be forthcoming from the Commission. Sir Brian Freeston, the Secretary-General, and Dr. Ojala, Deputy Chairman of the Research Council of the South Pacific Commission, visited the Territory during the year under review.

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 C. G. R. McKay continued to represent New Zealand at all meetings of the Commission, and a Samoan delegation attended the second South Pacific Conference held in Noumea in April.

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, and Mr D. R. A. Eden, General Manager of New Zealand Reparation Estates, were present at the meeting of the South Pacific Research Council held during the year.

## *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 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 Force in December consisted of:

1 Superintendent.	5 Traffic Constables.
1 Inspector.	58 other Constables.
2 Sub-Inspectors.	12 Messengers (6 Upolu, 6 Savai'i).
1 Acting Senior Sergeant.	—
1 Traffic Sergeant.	87
6 Sergeants.	—

On Savai'i a force composed of 1 Sub-Inspector, 1 sergeant, 10 constables, and 6 messengers was stationed at Tuasivi, while 1 constable was stationed at Fagamalo, 20 miles to the north-west.

On the island of Upolu the 3 outstations of Poutasi, Faleolo, and Lalomanu continued to be staffed by 1 constable each. The remaining 65 officers were stationed at Apia.

During the year the prison was centralized at Tafa'igata Prison Farm under a gaoler, 1 sergeant, 15 warders and 2 wardresses.

Educational classes for constables continued. The New Zealand officer appointed for specialized training of recruits and junior officers also continued his work during the year.

Most of the recruits are local inhabitants. 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 (part-Samoan of European status).
- One Sub-Inspector (seconded from New Zealand Police Force).
- One acting senior sergeant (part-Samoan of European status).
- Three sergeants (two part-Samoans of European status; one seconded from New Zealand Police Force).

No instances of collective disorder occurred during the period.

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 in those areas to which considerable numbers of persons had moved from their traditional family lands in order to participate in a monetary economy or for other reasons, and hence who had no land nearby on which to rely in times of scarcity. During the last quarter the weather broke, and the number of thefts showed signs of a definite decline.

The number of licensed firearms totalled 1,256, comprising 1,164 shotguns, 84 rifles, and 8 revolvers. The increase in number of shotguns was due to the importation of new shotguns. Ninety-nine firearms and 256,000 rounds of ammunition were imported into the Territory in 1953.



## *Part V: Political Advancement*

### CHAPTER 1: GENERAL POLITICAL STRUCTURE

#### GENERAL GOVERNMENT 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 "for the peace, order, and good government of Western Samoa", to ask questions, to consider petitions, 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. Early in 1953 an advisory Executive Council was set up, and it has held regular meetings throughout the year. Four members of this Council are nominated from among their number by members of the Legislative Assembly, three are officials and the remaining two are the Fautua.

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. In matters of policy he seeks the advice of the recently established Executive Council. 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, etc., 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 are also members of the Executive Council which was 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 four 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, and Public Works. 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 Tumua and Pule.

This ancient Tumua 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 of

society, the political and ceremonial Samoa of pre-European days. This system seems to have been 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 fairly 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 1953, and representatives of which met the Visiting Mission, 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. This view was again put forward in debates on the "Development Plan" during the year under review (see below). Some politicians appear to consider universal suffrage quite incompatible with the traditional Samoan social structure and economy, but once all the implications of the Development Plan are appreciated it is possible that this attitude may be modified. It is at present too early to tell. 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 recreate the mood of passive resistance which made impossible any very progressive administration of the Territory in the period 1927-1936.

#### 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 provisions 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 beforehand 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 Department of Island Territories in New Zealand deals with all New Zealand's Island Territories, and, like other Departments of the New Zealand Government, it makes its services and advice available to the Government of Western Samoa. Similarly, the services of the New Zealand Embassies and Consulates overseas are freely available. Frequently the New Zealand Government Departments continue to pay

the salaries of their officers when they come to the Territory to do some specific task or undertake some special brief study for the Government of Western Samoa. Many officers of the New Zealand Public Service are, of course, seconded for long terms of duty in the Western Samoan Public Service. These officers are paid by the Territorial Government.

#### PLAN FOR WESTERN SAMOA

On 19 March 1953 the Right Honourable the Prime Minister of New Zealand made a statement about the Administering Authority's future plans and hopes for Western Samoa. This statement was augmented by an address given by the High Commissioner of Western Samoa to a meeting of the Legislative Assembly and senior government officials on the same day—18 March local time.

In brief, these statements laid before the people of Western Samoa the broad objectives which, in the opinion of the Government of New Zealand, Samoa should strive to obtain in the political, administrative, social, and economic fields, together with general suggestions as to what constitutional plan may be suitable for the Territory and more detailed suggestions as to what tasks must be tackled and what problems solved. In his statement the Prime Minister also announced that the Government of New Zealand was prepared to consider ways whereby the New Zealand Reparation Estates would be handed over to Samoa as a going concern.

As one would expect, this statement of policy was very well received in the Territory. Copies in Samoan were widely distributed, and before the end of the year a further simplified Samoan version had been prepared by the Working Committee (Development Plan). Copies of this have now been distributed throughout Samoa and notices published asking all persons to send in their views on its contents.

The Working Committee, which consists of the Fautua, the unofficial members of the Executive Council and other Samoan and European representatives, was set up by the High Commissioner to discuss the Plan (as it is called); to prepare a simple Samoan version; to recommend ways of disseminating and explaining it to the people; to ascertain the opinions held by various sections of the community about the Plan and to prepare a detailed constitutional scheme for the Constitutional Convention which it is proposed to hold at the end of 1954 or beginning of 1955 (the date depending on when the people feel that they are ready to arrive at some fairly definite decisions). The High Commissioner presides over some, but not all, meetings of the Committee. The Special Assistant (Development Plan) who was appointed to co-ordinate activity on the Plan is Secretary of the Committee and a member of it, and some other officials may attend in an advisory capacity if they are requested to do so.

The Committee did not hold its first meeting until September due to certain unavoidable delays and the desirability of waiting until Hon. Tamasese returned from the Coronation. Since then it has met regularly. Its institution was approved by the Legislative Assembly.

The United Nations Visiting Mission in April found the Legislative Assembly reluctant to discuss the Plan, which had then only recently been published. Even later in the year the Assembly felt that it had not had time fully to weigh all the implications of the Plan, and it

was therefore unwilling to debate it in any detail. Now that the simplified Samoan version has been issued and all persons asked to send in their queries, views, or comments, progress on the political side may be faster, but the Working Committee wisely wishes to go deeply into each issue and the people in general naturally want to take time to think over the vital questions posed by this comprehensive Plan for their country. Such carefulness is commendable. It is always stressed that the rate and direction of political and social progress must be determined mainly by the people themselves.

Meanwhile the Governments of New Zealand and Western Samoa consider that the rate of progress to date is as fast as could be expected and that in some aspects—for example, the administrative—it has been much more than merely satisfactory.

## 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 is responsible to the Minister of Island Territories. He is President of the Council of State, of the Executive Council, 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 not a 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.

The High Commissioner also presides over the Executive Council (Samoa Amendment Act 1952), which has usually met once a week since its establishment in March 1953. As the members of the Council

of State are also members of the Executive Council the former body has had to meet formally only once during the year under review. The Executive Council now advises the High Commissioner on almost all major policy matters.

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.

The relationship between the High Commissioner and the Administering Authority has been described in a 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, reports for its debates, and arranges for the publication of its proceedings. With the Attorney-General 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 has been a member of the Executive Council since it was 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 now 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 three Assistant Secretaries—one for District Affairs, one for Administrative matters, one for Legislative 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 1952. 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 are already being undertaken by the Secretariat, which has absorbed most of the staff of the Department of Samoan Affairs. It is hoped that this change when completed 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 is being steadily developed. 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 Attorney-General, who, like him, are members of the Legislative Assembly and are members of the Executive Council.



## 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 up the 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.

At their final session in 1953, the Faipules agreed on a more systematic procedure which they are willing to adopt for the 1954 elections.

The new system will be as follows:

1. A meeting (Fono) of matais in each traditional political district will nominate in writing their candidate, and each matai will sign the nomination.
2. Nominations must be received by the Returning Officer by 31 March (election, 13 April). The Faipules will decide in all cases of late nominations, etc.
3. If any District Fono cannot be held, or cannot agree on a candidate, the matais of each Faipule constituency within that district will nominate a candidate (in writing).
4. If a district nominates only one candidate the Fono of Faipule will confirm him.
5. If there are several candidates from a district (see 3 above) the Fono of Faipule will select one of them by ballot.
6. The consent of the nominees must be obtained.
7. A proper Returning Officer is to be appointed.

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 recently, 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 systematized the procedure and ensured the presence in the Assembly of the official members of the Executive Council. In 1952 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, but in 1953 the Director of Works was appointed to the Legislative Assembly to bring the number of official members back to its normal level.

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 together 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, Executive Council 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 Executive Council. 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—*

His Excellency Mr G. R. Powles, C.M.G.

*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:

Hon. F. J. H. Grattan.

Treasurer: Hon. L. M. Cook.

Attorney-General: Hon. W. E. Wilson.

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

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

Director of Works: Hon. W. G. McKay.

*Samoan Members—*

	Traditional Political District	Samoan Population 1951
*Hon. Tualaulelei	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. Tevaga Paletaesala	Gaga'emauga	4,185
Hon. Timu . . .	Gagaifomauga	3,299
Hon. Matai'a E. . .	{ Tuamasaga North	21,750 approx.
Hon. Anapu S. . .	{ Tuamasaga South	
Hon. Leutele T. . .	Atua . . .	11,802
Hon. Aiono Tifaga	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. Tualaulelei, Masoe, and Leutele were unanimously nominated by their districts and their election merely confirmed by the Fono of Faipule. Hons. Tevaga and Aiono replaced Hons. Tuala and Tofa who died early in 1953.

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 eight days and the second twenty-one days. Proceedings of both sessions were broadcast.

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. The debates are normally most courteous and orderly, and the President has no difficulty in securing due observance of the Standing Orders.

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 now four Standing Committees of the Legislative Assembly—namely, the Broadcasting Committee, the Education Committee, the Health Committee, and the Public Works Committee. The former Finance Committee was abolished by resolution of the Assembly after the Executive Council had been established. 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 of the Annual Report for 1952.

#### 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 1912, during the German era in Samoa, when it was wished to recognize both kingly families, and to abolish the title "Ali'i Sili". The present Fautua are Tupua Tamasese and Malietoa Tanumafili, holders of the two kingly titles of Tupua and Malietoa. 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.

As all members of the Council of State are members of the Executive Council, it was necessary for the Council of State to have only one formal meeting during 1953. However, the High Commissioner and the Fautua work closely together and have many informal meetings and discussions. The Clerk of the Council, under the direction of the President, keeps fairly full minutes of the formal 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 hold office during the pleasure of the High Commissioner, who presides 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.

The Executive Council held its first meeting on 10 March 1953. The Council consists of the following members:

His Excellency the High Commissioner, Mr G. R. Powles, C.M.G.  
(Chairman).—

Hon. Tupua Tamasese (Fautua).

Hon. Malietoa Tanumafili II (Fautua).

Hon. Tualaualei M. (Samoan member).

Hon. Matai'a E. (Samoan member).

Hon. Leutele Te'o (Samoan member).

Hon. G. F. D. Betham (European member).

Hon. F. J. H. Grattan (Secretary to the Government).

Hon. W. E. Wilson (Attorney-General).

Hon. L. M. Cook (Treasurer to the Government).

From March to the end of the year the Council held thirty-six ordinary meetings and one emergency meeting. The Secretary to the Government keeps minutes in English. These are translated into Samoan. Proceedings are in both languages, but most of the papers laid before the Council are in English only.

## THE FONOF 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). Unfortunately, the population of these constituencies varies greatly. Each constituency returns one member, who must be supported by a majority of the matai in the constituency. The number of matai at the time of the 1951 census was just under four thousand. 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 the eyes of Samoan matai, 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 1953, has a Leader selected by the Faipule themselves. He has four assistants. Minutes in Samoan and English are kept by a Secretary, who is a member of the District Affairs Branch 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 in 1952 to advise the High Commissioner as to the formulation and implementation of a sound and progressive agricultural policy. This advisory body was set up on a trial basis only, and it has been suggested that in 1954 it be replaced by a Standing Committee of the Assembly.

While this suggestion has been under consideration, the Board has held only two meetings in 1953. The new Director of Agriculture who takes up his position early in 1954 will be consulted about future developments.



The present members were nominated by the High Commissioner with the advice of representatives of the relevant interests. At the beginning of 1953 the Board consisted of:

- (1) Chairman: Secretary to the Government (Hon. 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) Representative 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 Branch under an Assistant Secretary, and a District and Village Government Board Ordinance was passed by the Assembly in 1953. This provides for the establishment of a Local Government Board presided over by the High Commissioner and consisting of the Fautua and six members appointed by the High Commissioner. 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 Samoan 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 periods 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 reform of the judicial system is completed. 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 and town planning.

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 problem appears from preliminary investigations, however, to present certain difficulties.

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 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 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 Samoan Amendment Acts 1952 and 1953. 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.

The opinion of the Administering Authority on the control of the Western Samoan Public Service was made known to the Trusteeship Council at its twelfth session through a statement made by the New Zealand delegate. This statement pointed out that, in practice, the policy and preferences of the Government of Western Samoa were taken into account and the practical liaison between the Commissioner and the Samoan Government was much closer than was apparent from the legal documents. Control of the Public Service is one of the major topics which are mentioned in the Prime Minister's statement of 19 March 1953, and will no doubt be considered by the Constitutional Convention when it meets.

In its first session in 1953 the Legislative Assembly of Western Samoa refused to consider the votes for the salaries of public servants until such time as the Public Service Commissioner produced a classified list of permanent officials. This list, which had been under preparation, was duly produced, but without prejudice to the Commissioner's claim that he was not bound by law to table such a list in the Assembly.

The Public Service Appeal Board, legal provision for which was made in the 1951 Samoa Amendment Act, was set up in January 1954. Members are His Honour the Chief Judge (Chairman), Mr C. R. Rivers (elected by the permanent members of the Service), and Mr Gatoloai Peseta (appointed by the Territorial Government).

#### PERSONNEL OF PUBLIC SERVICE

The numbers of each section of the community employed in the Public Service in December 1953 are given below.

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								Totals
			European		Local European		Samoan		Sub-totals		
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	
Agriculture .. .. .	1	..	1	..	8	1	13	..	15	1	16
Broadcasting .. .. .	2	..	..	..	8	3	2	..	12	3	15
Customs and Harbour .. .. .	..	..	1	..	8	1	2	1	11	2	13
Education* .. .. .	19	6	..	1	5	14	199	173	223	194	417
Health .. .. .	7	10	..	1	9	1	86	228	102	240	342
Justice and Public Trust .. .. .	2	..	..	..	3	1	5	..	10	1	11
Lands and Survey .. .. .	1	..	..	..	4	1	3	..	8	1	9
Police (Clerical) .. .. .	..	..	..	..	1	1	3	..	4	1	5
Post Office .. .. .	..	..	..	..	13	2	17	..	30	2	32
Public Service Commissioner .. .. .	1	..	..	..	..	2	1	1	2	3	5
Public Works .. .. .	5	..	1	..	24	2	26	1	56	3	59
Radio .. .. .	4	..	..	..	8	..	15	..	27	..	27
Samoan Affairs .. .. .	..	..	..	..	1	..	7	..	8	..	8
Secretariat .. .. .	4	..	2	..	5	7	14	1	25	8	33
Treasury .. .. .	2	..	1	..	8	2	1	3	12	5	17
New Zealand Reparation Estates .. .. .	2	..	6	..	35	3	13	2	56	5	61
<b>Totals .. .. .</b>	<b>50</b>	<b>16</b>	<b>12</b>	<b>2</b>	<b>132</b>	<b>41</b>	<b>407</b>	<b>410</b>	<b>601</b>	<b>469</b>	<b>1,070</b>

\* Training college students, of whom there are 169, are not included.

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	..	..	..	..	..	..	1
Broadcasting .. .. .	1	..	..	..	1	..	..	..	..	..	..	1
Customs and Harbour .. .. .	..	..	1	..	..	1	..	..	..	..	..	1
Education .. .. .	1	..	..	..	23	1	1	4	1	..	..	..
Health .. .. .	1	..	..	..	15	1	2	1	1	..	..	..
Justice and Public Trust .. .. .	1	..	..	..	1	..	..	..	..	..	..	1
Lands and Survey .. .. .	1	..	..	..	..	1	..	..	..	..	..	..
Police (Clerical) .. .. .	..	..	..	..	..	..	1	..	..	..	..	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
Treasury .. .. .	..	1	..	..	..	..	..	..	1	1	..	..
New Zealand Reparation Estates .. .. .	..	†	..	..	..	..	..	..	1	4	2	..
Totals .. .. .	8	3	2	..	43	2	5	5	6	6	9	3

\* Combined with position of Secretary to Government.

† The General Manager is not included in the Samoan Public Service.

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 twelve 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. Sixteen 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 1953 a few lectures based

on T.W.I. (Training Within Industry) principles were given by the Assistant Secretary (Administrative) to senior and intermediate officers, but pressure of work made it impossible to continue the series. 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, was 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 had been so long awaited.

The functioning of Samoa College 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 of the report for 1952).

In the 1951 elections, 1,276 persons (352 female, 924 male) enrolled and 958 (286 female, 672 male) 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. Gu'rau	.....	.....	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, etc., 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. In the 1951 election the matai of four districts nominated one candidate each and the Fono confirmed the nomination. 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. This procedure has been standardized for the 1954 elections (see above). There was no obvious canvassing or competition in the European sense of the term, but prolonged discussion and debate in village and district and, ultimately, 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 in 1951.

The Administering Authority hopes, however, that the Samoans will base the election of representatives on a more direct and 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 1951 and has held one or two meetings in 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.



It seems that all the members 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 some three years 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. Representatives of the party met the 1953 Visiting Mission.

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, five 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 by the High Commissioner 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 1 November 1952 the Samoan Associate Judges (Fa'amasino Samoa) have sat in the High Court at Apia and also at Tuasivi, Savai'i, during the Commissioner's absence, and have heard and determined cases both civil and criminal within their jurisdiction. On such occasions two Fa'amasino Samoa sit together according to the roster made out on a monthly basis. In addition, they sit in an advisory capacity to the Chief Judge as well as to any Commissioner when such Commissioner is sitting at Apia. A Commissioner sitting at Tuasivi, in Savai'i, sits alone, as the four Fa'amasino Samoa are normally fully occupied both in the High Court and the Land and Titles Court at Apia.

A full District Court system has not actually been established yet, but preliminary steps have been taken to this effect. Fourteen new Fa'amasino Samoa Itumalo (Samoan District Judges) were appointed as from 1 April 1953 for a trial period of one year, at the expiration of which the more suitable Fa'amasino will be reappointed and others replaced. Periodical Court sittings with the view of educating the Fa'amasino and the general public in the administration of justice are being held in the out-districts, with the Registrar of the High Court presiding in his capacity as a Commissioner.

There is a right of appeal from a Commissioner's decision to the Chief Judge. The five Commissioners at present are the Registrar of the High Court and the Resident Commissioner, Savai'i, who sit regularly, the Attorney-General and the Legal Officer, who sit occasionally, and the Secretary to the Government, who seldom sits in the Court.



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 1952 were elected for another term of three years.

Judicial functions are discharged, as stated above, by the five Commissioners, who all 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 Tūasivi. 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. Samoan Judges exercise only such jurisdiction as the High Commissioner from time to time prescribes; if they are Judges of less than two year's standing they have no power of imprisonment and their jurisdiction extends only to Samoans (Samoa Amendment Act 1953).

In the more serious 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, this power having 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; and 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 with 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 eighteen 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 of 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 (new fees will be fixed early in 1954):

Filing fees: (Statements of Claim) from 3s. to £2 (maximum):

Hearing fees: From 3s. to £1 10s. (maximum).

Filing fees: All summonses, 2s.

Appeals and rehearings (decision made by Fa'amasino Samoa):

Filing fees: Application, 4s.

Filing fees: Affidavit, 2s.

Hearing fee on application: 4s.

Appeals and rehearings (decision made by a Commissioner):

Filing fees: Application, 5s.

Filing fees: Affidavit, 2s.

Hearing fee on application: Two-thirds of the hearing fee payable on the original hearing.

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 murder cases 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. However, following a change in New Zealand's policy, it was decided that the death penalty would be carried out in appropriate cases, and, in fact, a convicted murderer was hanged in 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 the 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 Samoan customary land when it is not his own land and when he is causing trouble in the community. This is done upon a petition by the family, or the Chiefs and Orators of the district.

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 1953 the High Court sat at Apia for 121 days on civil actions and for 218 days on criminal actions. There were 260 judgments given and 1,599 convictions recorded. Thirty-four miscellaneous Court orders were registered.

During the year, the High Court sat at Tuasivi, Savai'i, for 16 days on civil actions and for 102 days on criminal prosecutions. There were 94 judgments given and 471 convictions recorded.

## 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.

The Government's financial year ends on 31 December, ensuring that the annual Budget is dealt with by the Legislative Assembly in March of each year, and thus permitting full use to be made of the "dry" season (April-September) for the prosecution of the approved developmental works programme. The financial year 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 Executive Council 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 Executive Council. Reference is made to the Executive Council 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 total of £929,120, whilst payments totalled £1,054,320, showing a deficit for the year of £125,200. To permit accelerated implementation of the developmental policy, the 1953 Budget provided for the complete use of the Developmental Fund of £251,740 built up from the surpluses of previous years, but the high revenue received enabled the development programme to be carried out with half the anticipated reduction of the fund. Comparative figures for 1952 are: receipts, £781,980; payments, £811,580; deficit, £29,600, which was met by withdrawals from specific reserves. Estimates of receipts and payments for the year 1954 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>	
	1952	1953		1952	1953
	£	£		£	£
Amusement tax ..	320	840	Export duties ..	169,230	165,170
Arms licences ..	550	620	Import duties ..	373,760	317,150
Building tax ..	5,340	4,760	Shipping and port dues ..	3,040	3,200
Licences and fees ..	8,540	11,460	Store tax ..	85,320	96,160
Salary tax ..	7,980	8,780			
Stamp duties ..	840	2,200			
Vehicle licences ..	6,740	7,830			
Water rates ..	2,670	2,250			
	<u>£32,980</u>	<u>£38,740</u>		<u>£631,350</u>	<u>£581,680</u>
(b) FROM PUBLIC PROPERTY		(c) FROM PUBLIC UNDERTAKINGS			
	1952	1953		1952	1953
	£	£		£	£
Wharfage dues ..	5,010	4,760	Health services ..	23,890	10,040
Leases and rents ..	2,760	3,230	Survey services ..	1,500	1,390
			Prison produce ..	2,490	1,860
			Postal and radio ..	37,390	35,760
			Electric power scheme ..	23,830	24,540
	<u>£7,770</u>	<u>£7,990</u>		<u>£89,100</u>	<u>£73,590</u>

*Receipts—continued*

(d) OTHER		1952	1953
		£	£
Interest on investments ..		9,860	26,810
Court fines, fees, etc. ..		4,040	5,530
General ..		6,880	8,880
Issue and sale of stores ..		..	185,900
		<u>£20,780</u>	<u>£227,120</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		1952		1953	
		£	£	£	£
High Commissioner and Government House ..		8,190		9,300	
Customs and taxes .. .. .		10,440		46,920	
Postal and radio .. .. .		31,440		43,150	
Public Service Commissioner ..		3,560		4,200	
Public Works maintenance ..		141,160		291,460	
Secretariat and Legislative Assembly ..		66,170		66,390	
Treasury .. .. .		20,180		14,770	
		<u>281,140</u>		<u>476,190</u>	
(b) INTERNAL SECURITY					
Justice .. .. .		9,630		14,100	
Police and Prisons .. .. .		47,130		43,060	
		<u>56,760</u>		<u>57,160</u>	
(c) ECONOMIC DEVELOPMENT					
Agriculture .. .. .		7,380		9,030	
Communications .. .. .		9,570		6,910	
Electric power scheme .. .. .		17,400		31,490	
Lands and survey .. .. .		6,420		9,180	
Port improvements .. .. .		9,450		20,300	
Roads and bridges, etc. .. .. .		84,750		97,900	
Water supplies .. .. .		38,950		34,960	
		<u>173,920</u>		<u>209,770</u>	
(d) SOCIAL SERVICES					
Broadcasting .. .. .		18,650		9,020	
Health .. .. .		173,940		179,400	
		<u>192,590</u>		<u>188,420</u>	
(e) EDUCATIONAL SERVICES					
		158,060		157,080	
		<u>158,060</u>		<u>157,080</u>	
		<u>862,470</u>		<u>1,088,620</u>	
Less grants from New Zealand Government—					
Rhinoceros beetle campaign ..		430		480	
Education .. .. .		47,500		28,470	
Health .. .. .		2,950		5,350	
		<u>50,880</u>		<u>34,300</u>	
		<u>£811,590</u>		<u>£1,054,320</u>	

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 .. .. .	..	7,552	..	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	..	..	..
1952 .. .. .	425	47,501	..	..	..
1953 .. .. .	480	28,470	..	..	..

The £50,000 shown in the "Health" column for 1950 was a grant made by New Zealand to cover future specific developments, and was not all spent in 1950. The last of this grant is expected to be spent in 1955, so that, in fact, the grant will have covered a six-year period.

No public debt exists in the Territory.

The total accumulated cash surplus at the end of the year was £626,540, of which £529,500 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 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
1953 .. .. .	626,540	97,040		529,500

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 .....	£54,660
Currency note security .....	£120,940



## 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, etc. 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 1953 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 roading extensions 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, but an amendment to the Samoa Act was passed authorizing the New Zealand Minister of Finance to vary the value of the Samoan pound in relation to the New Zealand pound.

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. 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 a 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'a 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
Sale'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
Salelologa Traders Ltd.	1,250
Savai'i Cinemas Ltd.	4,500
Peter Meredith and Sons Ltd.	11,000

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 37 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 an experienced Co-operatives Officer will take up his appointment early in 1954.

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. In 1953 an economic survey of the Territory was begun 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 by improving methods of production, raising the quantity and quality of crops, and by destroying pests and curtailing disease. The rhinoceros beetle, which adversely

affects the production of copra, is still a pest, but it is thought that 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 1953 its membership was twenty-one, 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 1953 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 desiccated 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 1953, work was continued 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 assisting the Administering Authority and the Territorial Government in undertaking the 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. In 1953 Mr Caldwell, of the same New Zealand department, visited the Territory to test cattle for tuberculosis.

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 1953 it continued to conduct experiments on the effect of fertilizers on taro production and on various ways of cocoa planting. The Advisory Board of Agriculture is still in existence, but will possibly be soon replaced by a Standing Committee (see above).

The over-all 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 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, and as many people still leave Savai'i to live on the more populous Upolu. For this reason work on Savai'i roads again received a high priority in 1953, and work was continued 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. The survey vessel H.M.N.Z.S. *Lachlan* took a series of soundings in this area during the year.

With regard to secondary industries, a factory was set up by private interests during the year to manufacture soap from coconut oil. It reports that its sales to date have been good.

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 difference 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 business



or trade without permission of the Territorial Government, and each case would be decided on its merits, taking into account the over-all 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. In a statement made before the Trusteeship Council at its twelfth session the Administering Authority declared that the question of whether the British Preferential Tariff should be abolished or retained was one for the Territorial Government to decide. In late 1953 and early 1954 a departmental committee in Samoa studied, and reported upon, the whole problem of tariff revision. This report is still under consideration.

As mentioned previously, the Food and Agricultural Organization was requested to assist in assessing the possibility of introducing fish-pond culture to Western Samoa. The only other international organization that has participated or been asked to participate in the economic development of the Territory during 1953 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.

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 usually bear no interest.

#### CAPITAL GOODS

During 1953 the Administering Authority bought no capital goods for use in Samoa, apart from equipment for Samoa College.

The Territorial Government purchased the following:

One 10 ton wharf crane	.....	.....	.....	U.K.
One 7 cu. ft. concrete mixer	.....	.....	.....	U.K.
Eight 5-ton dump trucks	.....	.....	.....	U.K.
Radio telephone equipment	.....	.....	.....	U.S.A.
Survey instruments	.....	.....	.....	U.K.
Wheeled tractor	.....	.....	.....	N.Z.
Gang mower	.....	.....	.....	N.Z.
Water supply equipment	.....	.....	.....	Aust.
Electric power supply equipment	.....	.....	.....	U.K.



## ECONOMIC DEVELOPMENT

In 1953 work on the Avele Hydro-electric Scheme made good progress, as did work on the banana export shed and roading schemes, including the road across the eastern end of Upolu (Mafa Pass). This road will open up large areas of new land. Work on the aerial survey was begun.

Mr V. D. Stace began an economic survey under the auspices of the South Pacific Commission, and his report is expected early in 1954. The Territorial Government pays two-thirds of the cost of this survey.

The following is a brief outline of the survey which is regarded as 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) Prices and price movements: terms of trade, etc.
- (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:

Capital for the Government's various developmental projects is voted by the Legislative Assembly from year to year as funds are needed.

## CHAPTER 3: INVESTMENTS

The outside investments in the Territory are as follows:

- (1) The capital investment in the 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 1953 were estimated at £834,000.
- (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 (38,200 acres).

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.
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, etc., 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 at present restricted and most of that unused land that is fertile is held by Samoan custom, and, faced with a growing population, Samoans do not wish outside interests to take up large areas of land. Samoans themselves usually do not invest large sums in primary production, but there are many exceptions to this rule. Like other under-developed lands, however, Samoa seems to suffer from those vicious economic circles associated normally with small markets, low *per capita* output, and low purchasing power. The inducement for large scale local investment is at present lacking.

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 Executive Council consulted to ascertain the wishes of the indigenous inhabitants.

## SECTION 4: ECONOMIC RESOURCES, ACTIVITIES, AND SERVICES

### CHAPTER 1: GENERAL

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

The Beetle Ordinance of 1921 was directed particularly against the rhinoceros beetle which was 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 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 1953 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 1953) of £65 a ton f.o.b. Apia, except for some released to New Zealand purchasers at a similar price. Markets were 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 10 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 1953 paid from 130s. to 175s. per 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 range 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. Growers are now paid 9s. per 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	2·6
Empty cases	7	0
Export duty	0	6
Inspection fee	0	3
Lighterage to ship	0	4·3
Wharf labour	0	6·5
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 of bananas 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.

Because of a sharp drop in price the production of rubber on New Zealand Reparation Estates plantations was discontinued early in 1953. Up to April 33,300 lb. had been produced, but the price of 1s. 8d. per pound received did not leave sufficient margin to warrant further production.

Roughly 8,500 out of a total of about 12,500 head of cattle are owned by the New Zealand Reparation Estates. Of these, about 2,000 are slaughtered annually for local beef consumption. The gross annual revenue derived from this source is approximately £26,000. 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. Prices range 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 stabilization.

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 1953 all copra exported from the Territory went to the British Ministry of Food, except for 2,037 tons which went to firms in New Zealand.

The following is an analysis of copra prices and costs as from 14 February 1953. 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 .. .. .	£ s. d. 42 0 0	£ s. d. 41 12 0	£ s. d. 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 6	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
		£ s. d.	£ s. d.
Average cost, Apia .. .. .		47 5 9	
Cartage: wharf/shed and labour, weighing in and dumping .. .. .		0 8 9	
Shrinkage, 5 per cent .. .. .		2 7 3	
Labour: bagging, weighing out, and stacking .. .. .		0 18 3	
Fire insurance, Apia (£56, 40s. per cent, three months)		0 5 6	
Cartage, shed/wharf .. .. .		0 4 3	
Wear-and-tear on sacks .. .. .		1 6 0	
Lighterage .. .. .		0 6 5	
Lighterage insurance, 1s. 6d. per cent .. .. .		0 0 11	
Rent .. .. .		0 3 0	
Sundries .. .. .		0 2 0	
Profits to merchants .. .. .			53 8 1
Price to merchants f.o.b., Apia .. .. .			2 11 11
Export tax .. .. .			56 0 0
Copra Fund .. .. .			6 10 6
			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 amounted in value to about 22 per cent of the Territory's exports.

## CO-OPERATIVE SOCIETIES

No co-operative societies exist at present, although legal provision for their establishment was made during 1952. A Registrar of Co-operatives has been appointed, and is to commence his duties early in 1954.

## 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.

In his statement in March 1953 the Prime Minister announced the Administering Authority's intention of eventually handing over control of the New Zealand Reparation Estates as a going concern to a controlling body in the Territory. This matter is referred to elsewhere in the report. When the Estates have been transferred the Administering Authority will have no assets in the Territory apart from the Observatory, Civil Aviation equipment, and small defence areas.

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 1953 to £196,433. No funds from this reserve have been used to date.

## 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 of 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 those 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 Savai'i Theatres Ltd. owns most of the moving-picture facilities, Samoa Bulletin Ltd., Samoa Printing and Publishing Co. Ltd., Samoa Industries Ltd., Ululoloa Dairy Co. Ltd., and Sale'imoa 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 four 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 over-all scheme of export trade has not been affected as much as might be expected.

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

#### PRICE CONTROL

The Price Tribunal of Western Samoa 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  $7\frac{3}{4}$  per cent mark-up, are permitted in outlying districts to cover additional expenses and overhead.

Price lists of those goods subject to specific control and in everyday use are circulated to merchants. 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 costs 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 probable that a more flexible form of price control would be more effective. The matter is under consideration, and action will be taken early in 1954.

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 those cases importing firms are restricted to importing goods of a certain value in each of several categories (for example, canned fish, timber, spare parts etc.). 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 are 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.

The figures for trade with hard currency countries in 1953 were as follows:

	Imports	Exports*	Total
United States of America .....	55,790	374,929	430,719
Canada .....	45,169	70	45,239
Japan .....	11,198	.....	11,198
Total .....	£112,147	£374,999	£487,156

\* The export mainly concerned is cocoa.

## 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, or 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 over-all 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 the Samoan islands. Finally, 8 per cent of the claims were allowed, the titles being 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 of 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 sub-lease 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 impasse destroyed the official land scheme. The Samoan Land and Titles Protection Ordinance (1934) confirmed the traditional 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 permanently 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 38,200 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 appear 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). Permanent 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.

A report on the 1950 FAO census of agriculture in Western Samoa was completed during the year.

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 over-all 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 worth-while activity.

#### LAND CATEGORIES

The following amended figures are for December 1953, and are approximate only:

<i>Land in Cultivation or in Use as Building Sites, Installations, etc.</i>		
New Zealand Reparation Estates (freehold)	12,900 acres	(including 9,000 acres part pastoral).
New Zealand Reparation Estates (leased Samoan land)	400 acres.	
Samoans .. .. .	76,000 acres	(including Government land used by Samoans).
European (leasehold from New Zealand Reparation Estates)	7,900 acres	(some used for pastoral purposes as well as plantation).
Samoan Government, European, and missions	27,050 acres	
	<hr/>	124,250 acres.
Arid .. . . .	45,000 acres*	45,000 acres.
<i>Rain Forest, Reserves, and Uncultivated</i>		
New Zealand Reparation Estates ..	17,000 acres	
Samoan Government .. .. .	72,150 acres	
Europeans and missions .. .. .	6,050 acres	
Samoans .. .. .	460,550 acres	
	<hr/>	555,750 acres
		<hr/>
		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 over-all 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 general 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 of 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 1953 this Court heard 65 cases, including the following: 31 land cases, 24 title cases, 6 cases of removal from family land, 3 cases involving the ownership of plantations; and it confirmed 1 land claim (pulefa'amau).

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 over-all 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 and Titles Court. In these cases the land title with a description based upon a compass survey is entered in a special register. All non-Samoan land must be registered by the Registrar of Lands, who is an official of the High Court in Apia (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, or 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 payment of a Samoan's debts 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 of up to forty years.

*The Samoan Land and Titles Protection Ordinance 1934.*—This brought the traditional 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 reinforced by the deep-rooted love of Samoans for their traditional lands and their reluctance to

see land permanently alienated. Much of present-day Samoan custom stresses this feeling, and implies that members of an aiga hold land 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, etc. This Act further provides that the High Commissioner may by warrant under the Seal of Samoa proclaim any Crown or other land a road and that all persons having any interest in such land and suffering loss or damage should be entitled to compensation as in the case of land taken for public purposes.

All lands taken for public purposes, apart from those used for roads, 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.

#### WATER RESOURCES

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. In 1953 the main water resources of the Territory were investigated and their flow gauged during the unusually dry period which lasted from July until November.

#### 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 and copra, 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 1953, mainly in Apia Harbour.

No famines occurred or are likely to occur, but a partial food shortage was experienced in certain areas in 1952. 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. The ever-increasing interest shown in cattle raising by all sections of the community is reflected in larger numbers and improving herd quality. The total cattle population now exceeds 12,000, the bulk of which are used for plantation weeding and ultimate disposal as beef. Approximately 500 dairy or dual-purpose and 100 draft animals are also kept. The cattle are owned by the following groups:

	Per Cent
New Zealand Reparation Estates	68
Samoan and part-Samoan planters	11
Commercial organizations (local)	8
Christian missions	7
European planters	5
Samoan Government	1

A few carefully selected purebred sires were imported from New Zealand during the year, and some local breeders are endeavouring to form herd nuclei or "studs" of the Hereford and Aberdeen Angus breeds.

A significant trend which first became apparent during the year was the desire shown by Samoans either to increase their existing herds or else to establish completely new herds. In several instances groups approached the Administration for support in founding co-operative cattle-raising societies. It is too soon to foresee the outcome of this trend, but in the meantime the Government is rendering every possible assistance.

A visit by a New Zealand Government veterinarian was made during the year to tuberculin-test herds both in Western Samoa and the nearby territory of American Samoa. Approximately 1,000 head were tested in Upolu.

Coupled with the increase in stock numbers has been an increase in the area grazed. This was achieved principally by the clearing of approximately 600 acres of virgin forest.

Pasture improvement by the planting or sowing of exotic grasses and legumes was confined to a very small acreage. Experiments conducted by the Department of Agriculture and private individuals showed that elephant grass (*Pennisetum purpureum*), centro (*Centrosema pubescens*), and puero (*Pueraria phaseoloides*) all thrive in the Territory.

Pigs and poultry continue to play a major role in Samoan village life, but as yet only a small number of animals and birds are slaughtered for market. In 1952 it was estimated that there were 40,000 village pigs and 100,000 village fowls. In addition, there are a few hundred ducks and geese.

Horses and donkeys are used for transport as well as for sport. It is considered that there are about 1,000 horses and 200 donkeys in the Territory.

It is estimated that there are approximately 300 goats and 30 sheep in Western Samoa, kept principally to help the domestic meat supply. The sheep are a hairy tropical strain descended from Javanese importations of fifty years ago. They shed their "fleece" at lambing time and are obviously well suited to local climate conditions. The one remaining flock numbered roughly 400 in 1939, since which time they have dwindled rapidly due to the ravages of marauding dogs at lambing time.

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 be regarded as very efficient in the temperate zone.

There is practically no demand for milk at present by most Samoans, so one of the main incentives to dairy farming is absent.

## 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, etc., 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 was printed in 1953. A small forest reserve has been created on which tree growth and other observations are made. It appears that the forests are unlikely in the immediate future 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 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 elaeocarpa*), 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 and dressing (by the Reparation Estates and by one private person), 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

desiccated 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 1952 amounted to only 5,036 super. feet, but in 1953 there was a substantial increase in the quantity exported, 29,378 super. feet, valued at £1,216, being exported.

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 1953, but accommodation facilities and recreational amenities are still not as attractive as in some other Pacific islands, despite the opening during the previous year of a new hotel.

During 1953 a locally owned soap factory commenced production on a small scale.

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, etc. 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 1953.

#### 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.
Diesel generating unit	.....	.....	300 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 second diesel generating plant is expected to be in use by August 1954 and the Avele Hydro Electric Station by October 1954.

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:

Malua (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 the abnormally dry period from July to November, 1,860,000 units were generated, compared with 1,435,800 in 1952. A 300 kW. generating unit was installed during the year. With the installation of an additional 300 kW. diesel generating unit in 1954 the difficulty of maintaining a continuous power supply during the dry season should be relieved. 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 twelve 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.
Falealupo	.....	.....	West coast of Savai'i.
Fagamalo	.....	.....	} North coast of Savai'i.
Sataua	.....	.....	
Salailua	.....	.....	South coast of Savai'i.

(The Falealupo office was opened on 1 December 1953)



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, but this is not always to be expected in a time of expansion.

#### 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-boxholders 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 coast of Upolu, are delivered daily (except Saturday and Sunday) 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.

Mails are sent to the sub-offices of Tuasivi, Fagamalo, and Salailua on Savai'i from Upolu by launch, daily (except Saturdays and Sundays) to Tuasivi, twice weekly to Fagamalo, and once weekly to Salailua. Savai'i's other two sub-offices at Sataua and Falealupo 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.

#### 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 fortnightly sea mail from New Zealand via Fiji and (once a month) Tonga, and from Canada and the United States of America at intervals of approximately seven weeks. There is also a twice-weekly sea mail between Apia and Pago Pago in American Samoa.

Air mails are carried by aircraft of the Tasman Empire Airways Ltd., which maintains a fortnightly service from New Zealand to Tahiti via Fiji, Western Samoa, and Aitutaki (Cook Islands). A four-weekly terminal service is also in operation between Apia, Suva, and Auckland. Air mails for Hawai'i and the United States of America 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

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.

An engineer from the New Zealand Post and Telegraph Department is expected to visit Samoa early in 1954 to investigate the local service and advise on improvements.

## POLICE MESSENGER SERVICE

Police messengers carry on a 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 956 privately-owned receiving sets and 160 Government issued sets. A registration fee of 5s. per annum is payable on private receiving sets. To encourage people to buy receiving sets, all sets are now exempted from customs duty.

Seventy Government sets are in village schools; the rest are community receiving units. Over 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 104 Government schools, as well as those mission schools that desire them, will have receiving sets.

## RADIO-TELEPHONE AND WIRELESS TELEGRAPH SERVICES

There are five 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 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-alighting area, suitably marked, was constructed during 1952. Both it and the adjacent airfield are under the management of the Civil Aviation Administration of the New Zealand 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 1952, 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. IV (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 and Sunderlands 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 1952. 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 1953 air passengers to Samoa numbered approximately 700 inwards and 700 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 the 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 are also distributed.

Absolute observations are regularly made with 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.

All continuous 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, relative humidity, rainfall, direction and velocity of wind, and duration of bright sunshine. Three outlying synoptic 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 Nandi (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 are available on request to the Observatory. A time service is soon to be made available in conjunction with the local broadcasting station.

Most of the Observatory staff are New Zealand officers.

#### ROADS

Of the main roads in the Territory 54 miles in the area of highest traffic density are bitumen-sealed. All other roads are rock pitched with loose gravel or crushed metal surfaces. Altogether there are 175 miles of main road, 89 miles of secondary and village access roads, and 38 miles of plantation roads which are fit for light traffic (about 302 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). A policy of replacing old wooden bridges with modern two-way bridges has been adopted. During the year the reinforced-concrete Vaisigano bridge, 240 ft. long, with a 22 ft. carriage-way and two 10 ft. footways, was completed. The Mulivai bridge (40 ft. by 30 ft.) was commenced. Other replacements in concrete are in hand.

An average formed and surfaced 20 ft. road costs about £2,000 a mile to construct. Tar-sealing costs another £3,000 per mile.

No regular vehicular 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 or motor transport such as at the eastern end of Upolu and in parts of Savai'i. Figures given below are as at December 1953:

*Private Cars.*—In the Territory there were 253 cars, 37 per cent being of American manufacture and 63 per cent of English. More English cars have since been imported.

*Taxis.*—Sixty-five taxis operate in both Islands. Over 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.*—Sixty-six buses operate on Upolu and three on Savai'i. A single company owns eighteen of those operating on Upolu. The carrying capacities vary from eleven passengers to thirty-seven passengers. Ninety-five per cent of the 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 217 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 five 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 regular fortnightly cargo and passenger service is now maintained between Auckland and Apia by the *Matua* and *Tofua*. The *Tofua* is a 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. The *Matua*, of 4,250 tons, 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 £33; from Apia to Suva, £11.

#### 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 a protective measure which may well be out of date.

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 professional 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. Now that Samoa College has been opened training facilities will be extended. 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 has completed his professional law examinations and will shortly return to Samoa, and other persons from Samoa are training as doctors and lawyers in New Zealand University Colleges.

It is hoped to arrange for the training of public servants in New Zealand Departments to a greater extent than 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. It is at present under consideration by the Governments concerned.

## CHAPTER 10: PUBLIC WORKS

During the year the Public Works Department was fully extended on new capital works and maintenance of existing services. Only the more important works carried out for Departments of Government are listed below:

### (i) CAPITAL WORKS

*Customs Department.*—A passenger-jetty and examination centre were built; a retaining wall was built and an area reclaimed for the site of the banana export shed; part of the banana export shed was erected; a 10-ton crane was erected at the wharf.

*Education Department.*—The teaching block of Samoa College was completed and the Malifa and Leifiifi compounds were fenced in.

*Health Department.*—A dispensary and concrete water tank were erected at Sataua; part of the maternity ward at Apia Hospital was built; and a service building was also erected.



*Public Works Department:*

- (a) *Buildings:* Additions were made to the Government bulk store and depot at Vaimea; the eleven new residences in the Government Housing Scheme were 50 per cent completed; the basement of one residence was converted into a flat.
- (b) *Bridges:* The Vaisigano bridge was completed and the Mulivai bridge begun.
- (c) *Roads:* 10 miles of road from Samusu to Lepa were completed, 3 miles from the Mafa Pass to Vaigafa; and the Fagamalo-Patamea road in Savai'i was completed.

*Water Supplies.*—In Savai'i, 84,000 ft. of pipe were laid giving piped water supply to a further five thousand people. In districts in north-west Savai'i concrete storage tanks were built giving an additional storage capacity of 110,000 gallons.

*Electrical Supply.*—Considerable progress was made on the Avele Hydro-electric Scheme, and it should now be ready in September 1954. An auxiliary diesel electric plant, producing 300 kW., was installed.

(ii) MAINTENANCE

*Education Department.*—Maintenance and upkeep of Government schools and furniture, sanitary and water supplies, fencing and grounds.

*Health Department.*—Upkeep of Apia Hospital buildings and out-stations.

*Public Works Department.*—Maintenance of approximately 300 miles of roads, 53 miles of L.T. power lines, 96 miles of water supply main, 56 Government residences, and 2 hydro-electric stations.

The Department has also been called upon to carry out a considerable amount of work for outside organizations such as the Civil Aviation Administration of the New Zealand Air Department, the Tokelau Administration, and the New Zealand Department of Scientific and Industrial Research.

## *Part VII: Social Advancement*

### CHAPTER 1: GENERAL SOCIAL CONDITIONS.

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

The subject of social advancement cannot, of course, be divorced from the 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 in most respects changed comparatively little since the adoption of Christianity over a century ago. Samoans are conservative and homogeneous. Many of them 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 passes from one holder to another. There is nothing in Samoan custom to prevent his holding two or more titles, as intermarriage through many generations has united many of the leading families. A title or family name may be split or shared, and there may be two or more holders concurrently in one or more branches of the family tree, especially if the family has become big and unwieldy. Succession is not necessarily from father to eldest son, but all within the wide family group are eligible. The will (mavaega) of the former holder may play an important part in the election of a new 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 export crops are grown on their family plantations. The new money economy has made its effects felt even in the outlying districts; nearer Apia it reigns supreme, although not alone. There is, however, a growing consciousness that the Samoan aiga system and communal economy offer comparatively few incentives for increasing production or accumulating capital for further exploitation of old or fresh means of production. A matai has, for instance, no sure knowledge that he will be succeeded in his title and lands by his son or even by a fairly near relative. Some untitled men have broken with the matai system to a large extent and now cultivate their own plantations, or work in Apia for their own profit, but, by and large, the traditional system seems flexible enough to tolerate these. At the moment it seems that in the increasing pressure

of population on food resources and the rising standard of living lie the most fertile seeds of social change, but this pressure is at present strongly felt only in a few areas, such as part of the north coast of Upolu. Education in European ideas has, of course, affected the thinking of 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 few and insignificant. Most Samoans have relatives of European status, and few local Europeans feel themselves right outside the aiga, especially when it comes to the customary giving of gifts on important occasions in the family's corporate life, such as weddings, births, etc. Many Europeans are, however, rather less conscious of all the ramifications of

the Samoan hierarchy of chiefly honours than are their Samoan brethren. 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 and 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 a 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, as in most countries, the prerequisite to, and basis of the authority of government is, fundamentally the will, or at least the acquiescence, 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 personal choice 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, so far as citizens of European status are concerned).

But the present electoral arrangements have, up to the present, secured at least the passive 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 if they do not desire it. 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 factions have been constituted in the Territory during the 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 play a prominent part 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, and that social pressures may, in fact, hinder full freedom of action.

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 has been printed in the weekly newspaper in English and was broadcast in Samoan from 2AP. In 1952 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 was distributed early in 1953 to schools, Government Departments, missions, political leaders, and others interested.

During 1953 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 Government was formally exercised by only one individual in 1953. The petition was referred to a Petitions Committee of the Legislative Assembly which will report early in 1954. There were no petitions to the Metropolitan Government. No formal petition was presented by anybody, 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. These, however, are part of the normal process of Government.

The indigenous inhabitants are well aware of their rights to submit petitions to the United Nations, and have made full use of them both in the past and in 1953 when the Visiting Mission was in the Territory. 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.



There are no legal restrictions on the right to petition the Administering Authority or the United Nations, but most cases fall 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 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 1953 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. It also issues a daily cyclostylèd *Press News* containing notices and items of cable news.

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 Aq* 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

Broadcasting in the Territory is undertaken by a Government Department, transmissions being made through Station 2AP, Apia. Details of the number and distribution of radio receiving sets in the Territory are given above (Transport and Communications).

Reception of short-wave stations transmitting from Australia, New Zealand, and the United States of America is fair to good.

Samoan listeners are dependent almost entirely on the local station for their news and information. The hours of broadcasting will, it is hoped, gradually be extended.

Transmissions from 2AP, Apia, are in both English and Samoan languages. Part of the programme is in the form of transcriptions and standard recordings, the remainder being prepared locally and broadcast either "live" or by tape recordings. A considerable number of relays are made yearly, including all the sessions of the Legislative Assembly, notable ceremonies, interesting events, church services, etc. Tape recordings are made in various parts of the Territory by means of portable equipment. Emphasis is placed on foreign and local news and other material of an informative and educational nature. Talks, discussion groups, and documentary programmes are presented on matters relating to international affairs (with particular emphasis on United Nations activities), Government policy, health, diet and nutrition, Samoan women's committees, agriculture, traffic regulations, etc. Regular programmes for schools are presented throughout the school year. During the Samoan sessions, entertainment is provided almost wholly by Samoans.

#### 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 no restrictions on the lawful activities of *bona fide* missionary organizations. 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 the 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, etc., 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. The number of missionaries shown includes 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	46,911	1,057
Roman Catholic	18	17	8	15	3	61	15,242	2,307
Methodist	7	..	..	2	..	9	13,000	264
Latter Day Saints (Mormon)	8	..	..	23	..	31	3,275	409
Seventh Day Adventists	3	..	..	..	..	3	842	77
Samoa Congregational	..	..	..	..	..	..	663	63
Church of England	1	..	..	..	..	1	23	261
Others and Unstated	..	..	..	..	..	..	197	318
							80,153	4,756*

\* 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.

Woman 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 present 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 pursue 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 practically all 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.

A new and interesting development in 1953 has been the formation of a central committee of the women's committees. This central committee, under the presidency of the wife of the High Commissioner, consists of delegates from the various women's committee districts, and its object is to assist in co-ordinating the various activities of the village committees and in establishing better liaison between them. There were 251 of these committees in 1953.

## 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. During 1953 an official of the New Zealand Department of Labour and Employment (Mr Duncan) visited the Territory to report on labour conditions and to suggest desirable labour legislation. This report is now being studied.

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 1953 was 8s. 6d. a day.

Plantation work, fishing, and 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 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 1953.

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. It has held back its report until the study of Mr Duncan's report has been completed.

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 for labour employed by the Government is generally restricted to a forty-hour week, with a full holiday on Saturdays, Sundays, 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 1953. 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, etc., 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.

There is complete freedom of movement within the Territory. 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 Legal Officer, is responsible for the enforcement of the Contracts of Employment (Indigenous Workers) Ordinance, but in view of the small industrial community there are few labour problems, and it has not in the past 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 hopes, with the help of the report mentioned above, to ensure that these do not in any way 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 dangerously insane, may be sent to New Zealand for treatment, although this is rarely necessary.

Unemployed workers in the Territory are paid no insurance, but usually return to their village and take up duties with their families. The Government, 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.

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 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 presupposes, 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 more money 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 have risen greatly 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 is explained at greater length elsewhere in this report.

## CHAPTER 7: PUBLIC HEALTH

### GENERAL ORGANIZATION

No major legislation affecting public health and sanitation was enacted during 1953, and no spectacular advances were made in public health and sanitation except that the institutional accommodation for cases of tuberculosis was further improved as was the administrative organization which secures control of this disease and work was begun on a new Maternity Ward in Apia Hospital.

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 at the end of 1953 consisted of a Medical Officer of Health and three other medical practitioners. Their qualifications have been obtained in medical schools in Europe or in New Zealand. This medical staff is assisted by twenty-nine 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 it 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. At the end of 1953 a further eight S.M.P.s passed their final examinations in Suva. They will spend a minimum of one year as internes in Apia Hospital, thus obtaining valuable practical experience under supervision. This increase will bring the S.M.P. staff up to 37. 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 eleven 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 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, maternity nurse, and Plunket nurse joined the Apia Hospital staff,

and has given outstanding service in the nursing and feeding care of debilitated and sick babies referred to hospital by district nurses and S.M.P.s.

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, which meets regularly, usually once a month. The Government attaches considerable weight to the decisions and recommendations of the Health Committee. 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. Women's Committees in particular are so closely involved in the health work in the villages that their defection or withdrawal would be a most serious and crippling blow to district health work especially in the care and supervision of infants and children. Fortunately, the committees work in close co-operation with the medical authorities, and indeed regard themselves and are regarded, almost as a part of the Department.

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 1954 three 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 six years.

	1948	1949	1950	1951	1952	1953
Number of nurses recruited for training at Apia Hospital .. .. .	19	31	39	53	56	59
Number of nurses graduated in Apia in the year .. .. .	10	10	9	6	10	6
Total number of nurses with over two years' experience after graduation .. .. .	25	27	26	34	50	58

#### 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.

## MEDICAL FACILITIES

The one general hospital in Samoa is situated in Apia. It has accommodation for over two hundred cases, and the average daily bed state is now about two hundred and five. 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. At the end of the year a start had been made with a new maternity ward to accommodate twenty-eight cases. It is a permanent building in reinforced concrete and of modern design and equipment.

During the year a service block was provided to serve a series of disconnected small wards. This has proved a great boon and has enabled provision to be made for the full maintenance and feeding of all hospital patients. Other minor alterations have also been carried out.

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.

During the year a new dispensary building was provided in Sataua in Savai'i and this will ensure good working conditions and equipment for the medical station there. It is intended to be a prototype for similar buildings in most other districts, and these will be built as labour and finance permit.

Minor improvements were provided in many other stations.

A grant of £7,000 made by the New Zealand Government during the year is enabling the medical authorities to provide more up to date X-ray equipment, including a miniature X-ray camera for routine chest work. An extension of the X-ray Department will accommodate this.

In connection with the maternity unit, an ante-natal 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. The



provision of a new maternity unit in Apia has been referred to. In spite of the inadequate facilities up to now available, the maternity services are among the most popular which the hospital provides.

#### MALARIA CONTROL UNITS

There is no malaria in the Territory.

#### TUBERCULOSIS CONTROL

Sanatorium or hospital beds to the number of 80 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. First, 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 provision 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 the disease has been quiescent and arrested for at least five years, or until death. 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 departure of the Medical Officer who was in charge of the tuberculosis work, and the fact that he could not be replaced during the year, inevitably resulted in a slowing down of the work. It is not possible to maintain continuity with frequent changes of staff, and efforts to attract any doctor experienced and interested in tuberculosis have failed. The problem of tuberculosis is a socio-medical one demanding the ability not only to treat the patient but to deal also with his family and environment.

The Territory's T.B. Register has been extended and should in a few years give a fairly comprehensive picture of the tuberculosis position in the Territory. A total of 147 new cases were added to the register in 1953.

The tuberculosis position at the end of 1953 is set out in Appendix XIX.

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 295 cases on the register 82 are in hospital. Of the balance most are non-infectious



cases. Deaths from tuberculosis during 1953, according to the records, were 21, giving a mortality rate over the general population of 0.26 per 1,000.

As a result of the introduction of the new anti-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 of this disease is now more complete than for any other single condition. As 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 pneumo-thorax, pneumo-peritoneum) are in routine use, but major chest surgery is not undertaken.

During the year the medical and nursing staff continued regular occupational therapy, utilizing the services of a part-time occupational therapist. The work is light and graded to the patient's condition. It consists of the making of sennet (coconut twine), and the making of sputum liners for sputum mugs, small mats, sewing, etc. 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 the 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.

#### TREPONEMATOSSES

Last year's report stated that treponematoses was not known in the Territory. The reference was not to treponematoses but to trypanosomatoses, that group of diseases of such great economic and social importance in certain tropical countries but fortunately not known in Samoa.

Treponematoses in the local manifestation of yaws is, however, not only well known, but takes up a considerable amount of time and energy on the part of the Health Department staff both in Apia and in the districts. In spite of constant treatment, and in the past of sundry "eradication" campaigns, it is still prevalent and it has been estimated that 5 to 10 per cent of the population suffer from it in either open or latent form. It would appear that some local resistance to the remedies current before the introduction of penicillin has been built up in the organism.

There have also been difficulties in securing a suitable form of penicillin in an adequate quantity and at an appropriate price for the use in the treatment of this disease.

It is planned, however, with the support of WHO and UNICEF, to carry out in 1955 a "blanket" campaign aimed at treating within

a limited period of time all cases and contacts of the disease and making use of the particular type of penicillin (P.A.M.) used by WHO in campaigns elsewhere, but not previously available in Samoa.

With the penicillin available, meanwhile, the local medical authorities have, in specific areas, treated all cases presented. In other areas they have continued to use the older remedies which, it may be said, still show a high percentage of success though they are neither so convenient nor quite so effective as penicillin.

#### LEPROSY

As envisaged in last year's report, the control of this disease has improved, and a Leprosy Register is in being. In 1953, 13 improved, non-infective cases were returned from the settlement of Makogai, Fiji. These will remain under supervision for some years and undergo prescribed treatments with the new sulphone drugs. Early in the year cases were sent to Makogai to enable them to benefit by newer forms of treatment available there. It is, however, likely that in future cases can be satisfactorily treated locally. With the gradual return of non-infective cases from Makogai, we may look forward to a time when the care of leprosy will be a purely domestic matter, and with effective treatment and supervision of existing and new cases the disease itself should become rare. The total number of cases on the register is 118, of whom 66 are in Makogai, 10 under treatment in Apia Hospital, and 42 non-infectious cases under supervision in their own homes. Expert opinion suggests that, allowing for a few unknown cases, the incidence in Western Samoa is at the fairly low level common to Polynesia as a whole.

#### RESEARCH

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

#### MATERNAL AND CHILD HEALTH

##### *Pre-natal and Maternity Clinics*

The principal pre-natal clinic is at the Apia Hospital. During 1953, 219 expectant mothers made a total of 876 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 ante-natal clinics are confined in the

hospital. In a proportion of cases all that is required is an assurance that all is well and the confinement takes place in the patient's own home, with the proviso that in cases of abnormality the resources of the hospital and its staff are readily available for those living within a reasonable distance of Apia. In 1953, 349 mothers were confined in Apia Hospital, compared with 254 in 1952, while 19 mothers were admitted for post-natal care. Part of an old ward is used as an additional annexe for maternity work. 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, and treated for minor ailments if necessary. 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. In 1953, 1,329 such notifications were received.

All cases confined in Apia Hospital were attended by a midwife or a doctor, or both. Of 1,329 district notifications received, 4 were from Samoan medical practitioners who attended the births notified and 1,325 were from district nurses who were present at 289 of the births.

There are no regulations governing midwifery practice in the Territory.

#### *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 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 obtained the services of Mr J. S. Walker, B.D.S., as Principal Dental Officer during the year. Field and surgery work has been notably stimulated, and considerable development of the prosthetic side of the service undertaken. During the year 8,760 school-children were examined and 10,059 treatments given. Dental caries is, in general, not extensive as compared with, for instance, the position in New Zealand.

Pre-school children receive medical and dental care through the normal hospital and dispensary channels.

### *District Nurses*

There are 23 district nurses stationed at strategic points throughout the Territory. These are fully trained Samoan nurses of experience, and have the duty of visiting regularly all villages in their areas. There, working in close association with the women's committees, they supervise particularly the health and welfare of women and children, treating minor ailments both for school and pre-school children; advising mothers on the care and nurture of infants; seeing and advising pregnant women; visiting schools to inspect children; and engaging in health education in schools and villages. The work could not be so effectively done were it not for the great assistance given by the women's committees in the villages. Its extent is only very slightly indicated by the following figures.

#### *Work of the District Nurses in 1953*

Examinations of babies and pre-school children	101,834
Consultations with pregnant women	5,447
Lectures to schools	1,355
Lectures to women's committees	3,278
Number of babies seen with malnutrition	1,845

In all, 180,245 treatments were given, mostly for skin diseases, septic sores, and minor injuries.

### 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. Two of the five 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. They 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 practise 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 comparatively few of the population appear to regard them as in any way competent. Their practice is largely clandestine. Where it is apparent that they are doing positive harm, criminal proceedings are taken. No proven cases have occurred during the year.

#### 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 present 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. Throughout the year much has been done to improve the standard and extent of dental services.

The total number of dental treatments given during the year was 16,616, of which about one-third were given in Apia. In addition to ordinary treatments a promising start has been made in the local processing of dentures, and the Principal Dental Officer is training a Samoan in the technical work involved. Only Fagamalo, Savai'i, besides Apia has a fixed dental clinic, but other places were visited by Samoan dental practitioners.

#### PHARMACISTS, LABORATORY, AND X-RAY WORKERS

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 an overseas qualified nurse whose X-ray experience is local. Subordinate staff in all these branches are 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 1953 at Apia Hospital:

##### *X-ray Services—*

Chest X-rays (including bronchograms) .....	2,481
Bones and joints .....	829
Abdominal X-rays (including barium meals, retro- grade pyelograms, cholecystograms, etc.) .....	243
Dental X-rays .....	241
Electrocardiograms .....	48
	3,842

<i>Laboratory Work—</i>				
Clinical pathology	.....	.....	.....	8,405
Parasitology	.....	.....	.....	952
Bacteriology	.....	.....	.....	4,125
Biochemistry	.....	.....	.....	3,107
Medico-legal	.....	.....	.....	141
Public health	.....	.....	.....	43
				16,773

#### NUMBER OF MEDICAL PERSONNEL

The number of medical practitioners in the Territory (given above) is regarded as reasonably satisfactory, allowing for the fact that there are training as S.M.P.s in the Medical School, Fiji, a further six 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 1953, but three were sent to train as sanitary inspectors.

#### ENVIRONMENTAL SANITATION

In Apia there is a 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 into the swamp not far from Apia. There is, however, great difficulty in securing suitable covering material. 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 some 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 around 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, etc.).

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 limited the Department's work in this field during 1953, but a qualified sanitary inspector was appointed early in 1954.

#### INSPECTION OF FOODSTUFFS

Milk inspection and testing is carried out for the one public bottled pasteurized 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 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 1953, 1,778 head of slaughtered cattle and 303 pigs were examined. Sixty-nine cattle and 13 pigs were wholly condemned, and 141 cattle and 7 pigs condemned in part. All these condemnations were for tuberculous disease.

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 made only 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.

#### 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 villagers are taken round and instructed how to deal with the mosquitoes of their own 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 1953, 4,601 fresh cases of yaws were recognized and treated, and in all, 29,256 treatments were given for this disease.

#### 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 three 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. In 1951 an annual T.A.B. inoculation campaign in schools was introduced, and with the continuance and perfecting of this, typhoid fever, which still provides a few cases annually, should be eliminated for all practical purposes.

#### QUARANTINE

During the year 86 aircraft and 183 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 in training 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 is 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 mid-wifery, but this is incorporated in the general nursing course.

So far as the present Samoan medical practitioners are concerned, a six months' intensive refresher course in general medical work, including preventive medicine, is now provided.

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 electric 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 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 in 1953 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 at present, although, of course, individual cases are dealt with.

#### WATER SUPPLY

Apia, the only urban area in Samoa, receives its water supply from the rivers and streams rising behind the town. The main supply is received from the Vaisigano River by means of a 9 in. pipe, and there are also two further supplies—a 6 in. one from the Vailima Stream and a second of 9 in. from a spring on the western branch of the Fuluasou, both of which augment the Apia supply. A total of 19,000 people is served by this system.

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 discoloration of the water, but the bacterial content is not high.

The rural water supplies are derived from streams, springs, wells, and cisterns. There are some twenty piped supplies, some of which are taken from streams and others from springs. At the beginning of 1952 these piped supplies were used by a population of 18,192 out of a total rural population of 66,478.

Rural supplies have been extended on both islands during 1953. On Savai'i 84,000 ft. of additional pipe was laid, which gives a piped water supply to a further 5,000 of the population. In the north-west of Savai'i, where there are no permanent streams, additional tank storage cisterns were constructed to hold rain water from church roofs. The additional capacity provided during 1953 was 110,000 gallons.

Two further large schemes are now being installed on Upolu, the total length of new piping being 70,000 ft.

The 10½ mile Salailua-Fagafau scheme was completed, and all villages on the north-west coast of Savai'i now have an excellent piped water supply system.

The Patamea scheme was improved, a reservoir constructed, and pipes extended to Samalaeulu.

Further investigation was carried out on all accessible sources of water supply with the object of ultimate development and conservation. Considerable survey data will be required before this work can be finished.

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.

## 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 in Samoa of all intoxicating liquor containing over 3 per cent proof spirit 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 were discussed very fully in the Legislative Assembly during the year and were in the main accepted. The report and recommendations of the Assembly are now being considered by the Administering Authority.

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	4,012	2,433	United Kingdom.
Brandy .. .. .		30	957	France.
Gin .. .. .		2,420	1,486	United Kingdom; Australia.
Rum .. .. .		..	162	United Kingdom.
Liqueurs .. .. .	45.0	225	103	United Kingdom; France; Germany.
Wines (port, sherry, champagne, table wines)	12.0 to 18.0	390	288	Australia; France.
Vermouth .. .. .	22.0	60	66	Australia.
Beer and stout .. .. .	4.0 to 4.8	32,522	29,296	United Kingdom; Denmark; Germany; United States America.

Importations for sacramental purposes were 329 gallons of wine; for hospital and other purposes 30 lb. of alcohol.

The gross profit made by the Territorial Government on liquor sales during the year was about £18,000.

## 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 dwelling-place or office, shop, etc., 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, etc., 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 1953. 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 Thyse, who visited the Territory in 1951 to study housing for the South Pacific Commission, thought Samoan fale very well suited to the local climate and environment. Large fale are used for meetings and other communal activities.

Some fale 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 fale, 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 fale.

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 the 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, and another Government housing project in Moto'otua to cater for additional staff. 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. Early in 1954, manual training for boys under a qualified New Zealand instructor was begun at Samoa College. Fale builders still learn their traditional trade from master builders. When facilities are completed, the Government intends to extend and intensify trade training.

At present no comprehensive services exist for promoting improvements in community services, 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 1953, as in 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 wardens 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 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 have been prepared, and will come into operation on 1 January 1954. Present legislation is inadequate, but decisions in doubtful cases rest with the High Commissioner, who follows New Zealand precedents where applicable.

The new prison at Tafa'igata was completed during 1953. The prisoners formerly housed at Vaimea were during the year transferred to Tafa'igata, where there are approximately 190 acres of land used mainly to grow food for 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, etc).

Prisoners in cell do wicker work, plait sennet or make thatch for sales.

12.00: Midday hour's rest and meal.

1.00 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.

Those criminals who are insane are housed in separate cells under the observation of a warder, while serious cases may be removed to New Zealand under warrant of the High Court.

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. Imprisonment usually carries with it little social stigma as far as the indigenous inhabitants are concerned.

In the case of those serving a life sentence, the general practice 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 1953.

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 criminals of unsound mind) may be removed outside the Territory and kept in custody. The consent of the Governor-General of New Zealand in Council is necessary before any other resident of the Territory may be transferred to a New Zealand prison.

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 five 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 instruction 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 EDUCATION 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 the Executive Council, and especially in the Standing Education Committee of the Legislative 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 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 100 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 the part of active citizens 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 agricultural 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, etc. Since 1945 a total of ninety-five students have been awarded Government scholarships in New Zealand.

The awarding of a large number of overseas scholarships at the primary and secondary school levels was regarded as a short-term policy 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 opened in 1953 with a primary roll of 170 and a secondary roll of 52.

#### 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 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, filmstrips, 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 in early 1953.

## 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 more intelligent children.

There are no local laws or customs restricting the education of 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 filmstrips. 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 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 textbooks in the vernacular, these educational broadcasts have proved invaluable and have most definitely resulted in improved education for the village children.

During 1953 work continued at Samoa College and playing fields were laid out. Two residences were completed, two more commenced, and a start was made on the setting up of a room for manual training. A great deal of educational equipment was supplied. The boys' residential school at Vaipouli was completed. A district school at Poutasi and village schools at Sa'anapu, Sataoa, Moata'a, and Poutasi were almost completed. These village schools, built according to the plans and specifications of the Education Department, were erected mainly by the village people and represent a considerable expenditure of money and effort on their part. In accordance with Government practice, half the cost of the materials used for the erection of the district school (Forms I and II) at Poutasi was met by the Government. The necessary equipment for the new schools was supplied by the Government.

The Latter Day Saints mission completed a new school at Pesega, and the Seventh Day Adventist mission commenced construction of a new primary school at Lalovaea.



## TEXTBOOKS, ETC.

The Education Department maintains a large supply store from which all types of equipment, school requisites, stationery, and textbooks are issued, or are sold to the schools at cost price.

In order to meet the immediate needs of the primary schools, departmental officers have written and cyclostyled in the 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 textbooks 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 primary 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 100 village schools, staffed by Samoan teachers and educating pupils from Primer 1 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 by 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 Samoa 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 100 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. Two are permanently housed, and two are continuing on a temporary basis awaiting the provision of more suitable buildings. 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 filmstrip 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 enrol both European and Samoan children from the Apia town area. These schools were established early in 1953, when the Malifa Samoan and Leififi European schools were amalgamated. 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.

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. The college opened 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 the 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.

Samoa 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, but each year there is an improvement in attendance at school.

#### 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 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. It is expected that boys will remain at school for a longer period with the establishment of district schools, which will enable them to receive an additional two years' education beyond the village school level.

#### 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 Leifiifi and Malifa Schools were combined.

The range of ages for the various classes at the end of 1952 is given in Appendix XXII of last year's annual report. As these figures were proved to be inaccurate, only totals are shown this year, but by next year more significant statistics should be available. The main difficulties are that many parents do not give the correct ages of their children and some mission schools do not keep complete records.

### 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, are selected by examination to enter the secondary department, which is 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 secondary students. In the erection of the college ample provision has been made for a greater number when that becomes necessary. The number in the secondary department when the college opened was 52.

The missions also conduct secondary schools of varying types. In addition to the vocational schools previously mentioned, there are theological colleges and three high schools, including one co-educational institution. In these latter the basic curriculum is similar to that used in Samoa College, though religious instruction is included.

## POLICY

The educational policy as regards secondary education is so to educate the more intellectual students as to enable them eventually to fill the higher positions in all 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 book-keeping, 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. In 1953, eleven passed the former and one the latter examination. A few of the outstanding students may have a fifth year, at the end of which they would 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 189 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 assist on the family plantation.

#### 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 95 scholarships (including 12 awarded in December 1953). These scholarships enable the scholars of Western Samoa to enter selected primary and secondary schools in New Zealand. For reasons of sickness, transfer of parents, and general unsuitability of students, 7 scholarships have been terminated. Of the remaining 88, 16 have returned to Western Samoa and are employed in various Government departments, while 23 students who have completed their secondary schooling are receiving higher education or specialized training in New Zealand. Of this number, 6 are taking University courses in medicine, law, engineering and commerce, 8 have entered teachers' training colleges, 2 have begun training as nurses, and the remainder have been apprenticed to various trades.

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, draughtmanship, 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 Samoan 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 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. An educational magazine service has been established for teachers, who may also purchase cheap editions of educational literature in order to build up their own libraries. Certain selected inspectors and teachers undertake refresher courses of from three to six months in New Zealand.

During the year officers of the Education Department and the Government schools were visited by a New Zealand Inspector of Schools.

At the request of His Excellency the High Commissioner, the Minister of Island Territories in New Zealand arranged for the Director of Education in New Zealand to visit Western Samoa and to survey the education system of the Territory. There had been a



similar survey in 1945. During the three weeks the Director was in Samoa he visited a large number of schools, had numerous interviews with people associated with education, and addressed the Legislative Assembly. His findings are embodied in an extensive report to the Minister.

#### SALARY SCALE

The salary scale for teachers is printed in Appendix XXII of this report.

### 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 in Apia by seconded officers. The subjects of instruction are English, arithmetic, 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 Examinations. Approximately sixty 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 yet 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 drew up a procedure for the proper mapping of Western Samoa, and in 1953 officers of the New Zealand Lands and Survey Department took the first steps in the proposed aerial survey of the Territory. Aerial photography will begin in 1954. 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 done 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, the field work for which was undertaken in 1950, was not completed until last year due to errors of recording in one or two districts. The South Pacific Commission and the Administering Authority have begun 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 or economic surveys have been fully completed. A report on commercial relations in the South Pacific Commission area (which includes Samoa) was issued by the Commission early in 1954.

#### 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. In 1953 a member of the Geography Department of the Auckland College of the University of New Zealand visited Samoa to make a preliminary investigation into local conditions as part of a geographic survey of the Territory which his department, with the assistance of a Carnegie grant, wishes to make.

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 continued in January and 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 continued to concentrate during 1953 upon improving the efficiency of existing services and in overhauling and reforming the keeping of records or statistics.

## EDUCATIONAL RESEARCH

At present no long-term educational research is being undertaken in Western Samoa, though Dr Harlow, under the auspices of the South Pacific Commission, visited the Territory during 1952 to investigate vocational training facilities. Dr Beeby, Director of Education in New Zealand, visited the Territory in 1953 and has sent in a report. 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 hand-work.

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 nearby tomb. 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 make it an offence to 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 are also prohibited by ordinance. 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 still negotiating with the London School of African and Oriental Studies 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 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 great 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 Momi*, 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 *Auauna*, 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. Two other exhibitors also show 16 mm. films in Upolu.

The Savai'i Theatres Co. and another exhibitor have 16 mm. mobile units in Savai'i, showing several times a week in the districts round Fagamalo, Faga, Salelavalu, and Palauli. 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 Savai'i theatres 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. The main Government schools in Apia show 16 mm. films, dealing more directly with educational matters and with the United Nations.

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 1953.

## *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 twelfth session in July 1953, when it last studied the annual report of the Administering Authority. All these resolutions and earlier resolutions and recommendations were widely publicized in the Territory.

### CHAPTER 1: GENERAL

#### GENERAL DEVELOPMENT OF THE TERRITORY

1. *"The Council notes the progress achieved in all fields during the period under review and expresses the hope that the Administering Authority and the Samoan People will continue to collaborate fully in taking the required steps to continue this development and, in particular, to achieve a satisfactory solution of the economic and social problems which may arise from the present rapid growth of population."*

There appear to be signs that some of the Samoan leaders are becoming increasingly aware of the need to find a satisfactory solution to the potential social and economic problems incidental to a high rate of population growth, although it is probably true to state that their vision of what could and should be done is to some extent limited by Samoan custom and tradition. It is not a simple matter in even a highly developed community to obtain adequate recognition of the critical nature of some future need and to anticipate it. The "Plan" for Samoa has, however, brought or should bring to the attention of the Samoans some of the major problems that lie ahead and that will now have to be faced. The hope expressed by the Council has been brought to the notice of the political leaders.

### CHAPTER 2: POLITICAL ADVANCEMENT

#### ADMINISTRATION

2. *"The Council, noting with satisfaction the steps taken by the Government of Western Samoa to institute an organized scheme of staff training and also that consideration is being given to the appointment of a full-time staff training officer, draws the attention of the Administering Authority to the suggestions of the Visiting Mission concerning the secondment of Samoan officials for periods of training with the New Zealand service and where possible with other Government services."*

There has been an increase in the amount of "on-the-job" training in Departments during the year. Several Samoan civil servants, notably from the Public Works Department, have in this period been attached to New Zealand Government Departments for training. The Government of Western Samoa hopes, however, that more attention can be given to a comprehensive scheme of staff training in 1954.

3. "The Council, further noting the observation of the Visiting Mission that it would be desirable for the Minister of Island Territories to delegate part of his authority over the Public Service Commission to the High Commissioner, and also noting that the organization of the Public Service of Western Samoa will be considered at the constitutional convention, awaits information on the decisions taken in this respect."

The Administering Authority in a statement made before the Trusteeship Council at its twelfth session made clear its view of what, in practice, is the present position with regard to control of the Public Service Commissioner. As the matter will soon have to be reconsidered in connection with the "Plan" for Samoa, it seems unwise to make any radical changes until the views of the Samoan people have been expressed through the Constitutional Convention.

#### LOCAL GOVERNMENT

4. "The Council notes with satisfaction that a final draft of the District and Village Government Bill will be submitted to the Legislative Assembly in 1953, awaits further information on the action taken by the Legislative Assembly with regard to this Bill, and reiterates its hope that early consideration may be given to the establishment of some system of local government for the urban area of Apia."

The District and Village Government Board Ordinance was passed during 1953, and the Board, which will have the task of bringing a more consistent and efficient system of local government into being, will be set up early in 1954. Apia will not fall within the orbit of the Board's activities, but it is hoped to establish in 1954 a Town Planning Committee to make recommendations to the Government about housing, roading, drainage, fire protection, etc., in the urban area.

#### PROPOSALS FOR CONSTITUTIONAL REFORM

5. "The Council commends the Administering Authority for its forward-looking pronouncement of policy contained in the statement by the Prime Minister of New Zealand of 19 March 1953, especially the decision to submit the future status of Western Samoa in the first instance to the decisions of the people of Western Samoa; notes with satisfaction that the proposals for constitutional reform are intended to prepare a programme for establishment of full self-government for Western Samoa; and expresses the hope that the Samoan people will take every advantage of the opportunities offered to them and will co-operate with the Administering Authority in the realization of the further democratization of Samoan society which will facilitate the

*attainment of self-government. The Council endorses the conclusions of the Visiting Mission regarding the proposed constitutional plan and awaits with interest information on future developments.*

*"The Council also notes with satisfaction the decision to appoint a special assistant to work in close association with the High Commissioner in the development of all matters covered in the Prime Minister's Statement."*

Information about the progress made in the matters contained in the Prime Minister's Statement of Policy has been given earlier in the Report (see "Plan for Western Samoa" above, and *passim*). The Special Assistant (Development Plan) was appointed in July 1953.

### CHAPTER 3: ECONOMIC ADVANCEMENT

#### GENERAL

6. *"The Council notes the progress achieved in the economic field and particularly the inception of a comprehensive programme of development, welcomes the initiation of the general economic survey and the aerial survey and the intention of the Territorial Government to carry out intensive measures to develop agricultural production on the basis of the recommendations contained in the report of the consultant on tropical agriculture of the New Zealand Government; notes further the increased willingness of the Samoan leaders to co-operate with the Territorial Government in voting funds for economic development and hopes that this co-operation will continue."*

Mr V. D. Stace, of the Reserve Bank of New Zealand, completed his field work for the first part of the Economic Survey during the year under review and is expected to present his report in mid-1954; preliminary work on the aerial survey was also done. Any intensive agricultural programme will have to await the arrival of the new Director of Agriculture who has now been appointed and will take up his position early in 1954. The Territorial Government has enjoyed the full co-operation of the Samoan leaders in these fields.

#### NEW ZEALAND REPARATION ESTATES

7. *"The Council commends the Administering Authority for its decision to transfer ownership of the New Zealand Reparation Estates to the Samoan people which was announced in the statement of the Prime Minister of New Zealand of 19 March 1953, hopes that the representatives of the people of Western Samoa will give careful consideration to the suggestions of the Administering Authority for effecting the transfer of the Estates as a going concern, and awaits with interest further information on the outcome of the negotiations."*

Preliminary investigation of how the Estates could best be handed over as a going concern has taken place during the year. It will probably be some time before the final transfer occurs, but a proposal that a temporary advisory committee should be appointed to function during the interim period is receiving detailed consideration by the Administering Authority and the Territorial Government.

## PREFERENTIAL TARIFF

8. *"The Council notes with satisfaction the statement of the representative of New Zealand that the Administering Authority has informed the Government of Western Samoa that it has no objection to the abolition of the preferential tariff and that the responsibility for further action lies with the Legislative Assembly of Western Samoa."*

The Legislative Assembly has not yet had an opportunity to give its attention to this matter. In the interim a departmental committee has reviewed the tariff situation in the Territory and its findings are at present being considered by the Executive Council.

## CHAPTER 4: SOCIAL ADVANCEMENT

### STATUS OF WOMEN

9. *"The Council notes the statement of the Visiting Mission that among the younger generation women are becoming increasingly desirous of playing an important role in public affairs and hopes that every encouragement will be given to them in achieving this purpose."*

During the year the first general meeting of representatives of local women's committees was held under the auspices of Mrs Powles, wife of the High Commissioner. This step met with great success and awoke fresh interest in the activities of these committees which are already encouraged by the Government in every way possible.

### MEDICAL AND HEALTH SERVICES

10. *"The Council, noting that it is the policy of the Government of Western Samoa to establish subsidiary hospitals in all areas of the Territory which are difficult of access and to improve the qualifications of Samoan medical practitioners by providing annual refresher courses at the Apia hospital and by raising the standard of preliminary education required of candidates for medical training, trusts that continued attention will be given to the improvement of medical services."*

Continued attention was given to the improvement of medical services in 1953. The Health Department spent about £200,000 during the year; a dispensary was built at Sataua in Savai'i, the maternity ward at Apia Hospital was begun, and the refresher courses for medical practitioners continued.

## CHAPTER 5: EDUCATIONAL ADVANCEMENT

### GENERAL

11. *"The Council, noting the progress made in the educational field and in particular the completion of Samoa College, but nevertheless aware of the need for further advancement, trusts that the Administering Authority will continue its efforts in this direction and hopes that further information on plans for educational development, including the question of compulsory education, will be forthcoming after the proposed visit of the Director of Education of the New Zealand Government to the Trust Territory."*



The main report of Dr Beeby, the New Zealand Director of Education, is still awaited and should be presented early in 1954. Preliminary reports indicate that Dr Beeby's survey should be most helpful.

12. *"The Council further hopes that the construction of Samoa College will not result in a reduction of the number of scholarships granted to the inhabitants of Western Samoa for education in New Zealand, but that these will in future be devoted to the provision of additional advanced technical training and university training."*

There has been no reduction in the number of scholarships granted during 1953. The Administering Authority and the Government of Western Samoa have taken note of the Council's resolution and will keep it in mind when studying Dr Beeby's report.

---

Detailed comments on the last series of resolutions of the Trusteeship Council concerning Samoa were given in last year's annual report. It should be noted that virtually all the points raised in past recommendations and resolutions of the General Assembly and Trusteeship Council are covered in the statement of policy issued by the Prime Minister of New Zealand in March 1953, and in the supporting address given by the High Commissioner of the Trust Territory to the Legislative Assembly. A progress report on such of these points as are not mentioned in the resolutions listed above is given in last year's report or earlier in this report.

---

## 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 many respects 1953 has been a year of quite unusual moment for the Trust Territory. With the establishment of the Executive Council Western Samoa took a not inconsiderable step towards its goal of greater indigenous participation in the Government at the highest level. The Statement of Policy followed, placing before the people of the Territory comprehensive suggestions as to how they might go about solving their social and economic problems and choosing their own constitution. The *bona fides* of these far-reaching proposals were guaranteed by the offer made by the Administering Authority to hand over the New Zealand Reparation Estates to the people of Samoa as a going concern.

The Administering Authority feels that there is just cause for satisfaction in the general progress made during the year. The first stages of the Economic Survey have been completed; the aerial survey has begun; a trained taxation officer, an experienced Registrar of Co-operatives, a new and highly qualified Director of Agriculture, and other key officers have been appointed or will take up their positions early in 1954. The District and Village Government Board Ordinance has been passed; labour conditions and several other difficult problems have been ably and constructively reported upon. It is everywhere apparent that the level of prosperity of the Territory remains very high and the prices of export crops still show no sign of falling. Samoa College has been officially opened and important parts of the educational and health schemes have been implemented.

But the Administering Authority is well aware of the need always to strike a note of caution when appraising the future prospects of the Territory. There is evidence that in recent years *per capita* production has tended slowly to decrease while the population continues to rise at a rate which, while it reflects favourably on the health of Samoans and the comparative stability of their society, poses, or will soon pose, entirely new problems for the Samoan leaders to solve. High export prices have so far shielded Samoa from the effects and symptoms of any economic unbalance which may be threatening, but clearly some more permanent and radical answers must soon be found to the following basic questions: How is Samoa, with limited resources, and a population rising at a rate which is among the highest in the world, going to maintain and improve its standard of living, its social services, and to ensure its economic independence? What political, social, and economic adjustments must traditional Samoa make to do this?

The answers to these questions can be given, in the final analysis, only by the people of the Territory. The Administering Authority feels that in 1953 solid progress has been made in assisting the Samoans to solve their immediate problems and in indicating ways of solving those greater ones that loom ahead. One of the aims of the Statement of Policy itself was to drive home to the Samoans the compelling necessity for economic development. The release of political tensions has without any doubt assisted this development.

## - 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	.....	.....	.....	Samoa District Judge.
Fa'amasino Samoa	.....	.....	.....	Samoa Associate Judge.
Failauga	.....	.....	.....	Orator, the executive officer of the chief.
Faipule	.....	.....	.....	Representative of district.
Fautua	.....	.....	.....	Adviser to the High Commissioner and member of the Council of State and Executive Council.
Fono	.....	.....	.....	Council.
Leoleo	.....	.....	.....	Police messenger.
Matai	.....	.....	.....	Head of family.
Mau	.....	.....	.....	Society 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.

### METRIC EQUIVALENTS

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

## Appendices

### NOTE ON STATISTICAL ORGANIZATION

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 were 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 as 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 degrees of 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 Samoan, part-Samoan, and European 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 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. Every occupier or person in charge of a dwellinghouse occupied by a European fills in and supplies on the appropriate form the particulars required in respect of all persons in the building. He then signs the form and sends it to the proper officer.

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, etc. 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.

The economic survey of the Territory is not yet completed. The results of a survey of local industry undertaken by a South Pacific Commission expert late in 1950 have not yet come to hand. The results of an agricultural census taken by the New Zealand Department of Agriculture two years ago have only recently become available, as the information furnished by one or two areas had to be further checked and corrected before any final statistics were deduced. This census was taken in "test" or "typical" villages and totals reckoned according to formulae.

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.

### FINAL CENSUS RESULTS, SEPTEMBER 1951

Samoans .....	.....	.....	79,600	
Tokelau Islanders	194	} Other Poly- nesians .....		
Niueans .....	137			
Gilbert and Ellice Islanders .....	109		501	
Tongans .....	61			
Fijians .....	9			
Solomon Islanders	43	} Melanesians	52	
			— = 80,153 persons of Samoan status.	
Part-Samoans .....	.....	.....	4,142	
Europeans .....	.....	.....	450	
Chinese .....	.....	.....	164	
			— = 4,756 persons of European status.	
Total population .....	.....	.....	84,909	

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 .....	.....	84,909

B. *Current Estimates of Total Population—*

30 June 1953—		
Samoans	.....	85,233
Europeans	.....	4,638
		<hr/>
		89,871
		<hr/>
31 December 1953—		
Samoans	.....	86,339
Europeans	.....	4,704
		<hr/>
		91,043
		<hr/>

C. *Age Groups (Final Figures from 1951 Census)—*

	Total Population		Total Population
Under 1 year	3,512	55-59 years	1,247
1 year	2,732	60-64 years	1,408
2 years	3,006	65-69 years	805
3 years	3,063	70-74 years	522
4 years	2,973	75-79 years	314
5-9 years	13,136	80-84 years	163
10-14 years	11,241	85-89 years	69
15-19 years	8,520	90-94 years	32
20-24 years	7,493	95-99 years	22
25-29 years	6,760	100 and over	13
30-34 years	5,216	Unstated	280
35-39 years	4,406		
40-44 years	3,316		
45-49 years	2,589		
50-54 years	2,071		
		Total	<hr/>
			84,909
			<hr/>

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 only approximate. 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, Including Pulenu'u*.—This category is made up of matai and non-matai men and women who work at home at their own duties.

*Samoans, by Island, Sex, and Occupation*

	Upolu			Savai'i			Totals
	Males	Females	Total	Males	Females	Total	
Public servants .. ..	51	230	281	8	..	8	289
Police .. ..	53	..	53	16	..	16	69
School teachers .. ..	182	237	410	94	43	137	556
Medical and dental practi- tioners and nurses .. ..	38	274	312	5	15	20	332
Shop assistants .. ..	53	3	56	..	..	..	56
Clergy .. ..	598	99	697	136	..	136	833
Planters .. ..	2,505	516	3,021	4,377	..	4,377	7,398
Plantation labourers .. ..	1,492	782	2,274	5	..	5	2,279
Traders .. ..	100	42	142	47	..	47	189
Clerks .. ..	122	10	132	..	..	..	132
Tradesmen—							
Bakers .. ..	7	..	7	2	..	2	9
Mechanics .. ..	79	..	79	4	..	4	83
Electricians .. ..	20	..	20	..	..	..	20
Barbers .. ..	2	..	2	..	..	..	2
Carpenters .. ..	359	5	364	72	..	72	436
Printers .. ..	22	..	22	..	..	..	22
Painters .. ..	2	..	2	..	..	..	2
Plumbers .. ..	1	..	1	..	..	..	1
Tailors .. ..	5	9	14	..	..	..	14
Drivers .. ..	159	..	159	9	..	9	168
Sailors .. ..	26	..	26	..	..	..	26
Labourers .. ..	396	39	435	..	..	..	435
Typists .. ..	..	2	2	..	..	..	2
N.Z.R.E. employees .. ..	56	24	80	..	..	..	80
Tautua .. ..	1,734	2,041	3,775	..	..	..	3,775
Nofo Aiga and Puluenu'u .. ..	1,973	2,863	4,836	..	..	..	4,836
Unstated .. ..	4,940	8,254	13,194	1,892	6,381	8,273	21,467
Totals .. ..	14,953	15,430	30,383	6,667	6,439	13,106	43,489

*Europeans, by Island*

	Upolu	Savai'i	Total		Upolu	Savai'i	Total
Public servants .. ..	73	..	73	Tradesmen— <i>continued</i>			
Police .. ..	9	1	10	Plumbers .. ..	13	..	13
School teachers .. ..	69	6	75	Painters .. ..	2	..	2
Medical and dental practi- tioners and nurses .. ..	18	..	18	Blacksmith .. ..	9	1	10
Clergy .. ..	84	3	87	Drivers .. ..	26	6	32
Planters .. ..	143	19	162	Sailors .. ..	12	..	12
Plantation labourers .. ..	57	..	57	Professional .. ..	16	..	16
Traders .. ..	101	34	135	Retired and dependant .. ..	37	1	38
Tradesmen—				Domestic .. ..	116	11	127
Bakers .. ..	4	..	4	Labourers .. ..	105	2	107
Shop assistants .. ..	66	..	66	Typists .. ..	42	..	42
Butchers .. ..	2	..	2	Housewives .. ..	367	50	417
Mechanics .. ..	73	4	77	Manager (store, com- pany and plantation) .. ..	49	2	51
Carpenters .. ..	112	19	131	Others .. ..	26	..	26
Tailors .. ..	13	..	13	Unstated .. ..	447	48	495
Clerks .. ..	106	..	106				
Electricians .. ..	12	..	12	Totals .. ..	2,211	202	2,413
Fishermen .. ..	2	..	2				

N.B.—Excluding children under 5 years of age and all children attending school.

*D. Births and Deaths for Year Ending 31 December 1953—*

*Population, 31 December 1953: Samoan, 86,339; European, 4,704: total, 91,043 (46,744 M., 44,299 F.).*

*Live Births: Samoan, 2,779; European, 184: total, 2,963 (1,569 M., 1,394 F.).*

*Birth Rate (live births per 1,000 of population): Samoan, 34.06; European, 36.8.*

*Stillbirths: Samoan, 5; European, 0: total, 5.*



*Deaths by age groups and total deaths—*

Deaths under 1 year (including stillbirths): Samoan, 116; European, 3: total, 119.

Deaths 1 to 4 years inclusive: Samoan, 75; European, 0: total, 75.

Deaths 5 to 9 years inclusive: Samoan, 32; European, 0: total, 32.

Deaths 10 years and over: Samoan, 227; European, 12: total, 239.

Total deaths (including stillbirths), 465 (255 M., 205 F., 5 stillbirths).

*Death Rate* (per 1,000 of population): Samoan, 5.6; European, 3.

Infant death rate (per 1,000 live births): Samoan, 40.93; European, too small for analysis.

Death rate 1 to 4 years inclusive (per 1,000 live births): Samoan, 26.78; European, too small for analysis.

Death rate 5 to 9 years inclusive (per 1,000 live births): Samoan, 11.43; European, too small for analysis.

Death rate 10 years and over (per 1,000 live births): Samoan, 81.07; European, too small for analysis.

Stillborn rate (per 1,000 live births): Samoan, 1.8; European, Nil.

Details of maternal deaths are not available.

Figures relating to birth and death rates are not considered to be accurate.

*Migration—*

Inward—Samoans	.....	.....	3,844	
Europeans	.....	.....	802*	
Chinese	.....	.....	1	
Indians	.....	.....	5	
Others	.....	.....	12	
			—	4,664
Outward—Samoans	.....	.....	4,294	
Europeans	.....	.....	891	
Others	.....	.....	32	
			—	5,217
Excess of outward over inward	.....	.....	.....	553

\* 512 males; 290 females.

*Details of Outward Migration—*

To .. ..	New Zealand		Fiji		Pago Pago		Other Countries		Total
	M.	F.	M.	F.	M.	F.	M.	F.	
Samoans	441	351	51	38	1,771	1,473	86	83	4,294
Europeans	192	121	137	74	180	83	83	21	891
Indians	..	..	4	..	1	..	..	..	5
Chinese	..	..	1	..	..	..	..	..	1
Fijians	..	..	1	..	..	..	..	..	1
Niueans	..	..	..	..	..	..	6	4	10
Tokelau Islanders	..	..	..	..	5	4	..	..	9
Tongans	..	..	..	..	..	..	3	3	6
							Total		5,217

## APPENDIX II

### ADMINISTRATIVE STRUCTURE OF GOVERNMENT

#### TABLE OF SALARY SCALES

##### *Division 1 or Administrative Division—*

- Grade (a) £860, £910, £960.  
 (b) £910, £960, £1,010.  
 (c) £1,010, £1,060, £1,110.  
 (d) £1,110, £1,150, £1,250.  
 (e) £1,250, £1,350, £1,450.  
 (f) £1,350, £1,450, £1,550.  
 (g) Over £1,550.

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

##### *Division 2 or Professional Division—*

- Grade (a) £860, £910, £960.  
 (b) £890, £930, £970, £1,010.  
 (c) £1,050, £1,100, £1,150, £1,200, £1,250, £1,300, £1,350, £1,400, £1,450.  
 (d) £1,400, £1,450, £1,500, £1,550, £1,600.  
 (e) Over £1,600.

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

##### *Division 3 or Intermediate Division—*

- Grade (a) £630, £660, £685.  
 (b) £710, £735, £760.  
 (c) £785, £810, £835.  
 (d) £860, £910, £960.  
 (e) £1,010, £1,060, £1,110.

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

##### *Division 4 or Education Division—*

- Grade (a) £70, £75, £80.  
 (b) £100, £130, £160, £190, £220, £280, £315, £350.  
 (c) £385, £420, £455, £490.  
 (d) £315, £350, £385, £420, £455, £490, £525, £560, £600.  
 (e) £385, £420, £455, £490, £525, £560, £600, £630, £660, £685, £710.  
 (f) £735, £760, £785, £810, £835, £860.  
 (g) £835, £860, £910, £960, £1,010, £1,060, £1,110.  
 (h) £1,060, £1,110, £1,150, £1,200.  
 \*(i) £425, £440, £460, £475, £490, £505, £520, £535, £550, £570, £595.  
 \*(j) £495, £510, £525, £540, £555, £575, £590, £605, £620, £650, £660.

\* Plus grading salary of £10 or £15 to £295 or £300 by £15 steps in accordance with grading and length of service.

Grades (a), (b), and (c) apply to teachers who do not hold a New Zealand Teacher's Certificate.

Grade (d) applies to local Inspectors of Schools.

Grades (e) to (h) apply to teachers in primary schools who hold a New Zealand Teacher's Certificate.

Grades (i) and (j) apply to certificated teachers engaged in secondary school work.

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

##### *Division 5 or Clerical Division—*

- Grade (a) £100, £130, £160, £190, £220, £250, £280, £315.  
 (b) \*£280, £315, £350, £385, £420, £455, £490, £525, £560, £600.

\* Commencing point for holders of New Zealand School Certificate or equivalent.

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

**Division 6 or General Division—**

**Subdivision 1:** General scale £100 to £600 by same steps as for Division 5, with a maximum at any point in the scale. Grades according to maximum are as follows: (a) £130, (b) £160, (c) £190, (d) £250, (e) £315, (f) £350, (g) £420 or £455, (h) £490 or £525, (i) £560 or £600.

**Subdivision 2:** £630, £660, £685.

**Subdivision 3:** £710, £735, £760.

**Subdivision 4:** £785, £810, £835.

**Subdivision 5:**

Grade (a) £50, £55, £60, £70, £80, £90, £100, £110, £120, £130.

(b) £60, £65, £70, £75, £80.

(c) £90, £100, £110, £120, £130.

(d) £150, £165, £180, £195, £210.

(e) £250, £280, £315.

\*(f) £290½, £318½, £341½, £364½, £393, £416.

\*(g) £465, £490.

\*(h) £577, £602.

\* Holders of New Zealand general nursing certificate. Allowances from £11 10s. to £23 may be payable in addition for extra qualifications. There are examination bars at the second and third steps in Grade (a) of Subdivision 5.

Subdivision 5 applies to nursing and domestic staff in the Health Department who are supplied with rations and uniforms.

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

N.B.—All salaries in excess of £1,060 require approval of the Minister of Island Territories.

**EXPATRIATION ALLOWANCE SCALE**

Salary	Married Male Officer With Dependent Child Under Sixteen Years of Age	Married Male Officer With No Dependent Child	Other Seconded Officers
Not exceeding £559	250	200	100
£560 to £584	245	195	95
£585 to £609	240	190	90
£610 to £634	235	185	85
£635 to £660	230	180	80
£661 to £685	225	175	75
£686 to £710	220	170	75
£711 to £735	215	165	75
£736 to £760	210	160	75
£761 to £785	205	155	75
£786 and over	200	150	75

For numbers in each grade see Classified List and Public Service Commissioner's report.

APPENDIX III

CRIMINAL CASES DEALT WITH BY THE HIGH COURT IN 1953

	Number of Offences	Persons Charged				Convictions				Dismissed or Withdrawn			
		Samoan	Part-Samoan	European	Chinese	Samoan	Part-Samoan	European	Chinese	Samoan	Part-Samoan	European	Chinese
Prevention of the course of justice ..	12	M. 10 F. 2	M. F. .. ..	M. F. .. ..	M. F. .. ..	M. 10 F. 2	.. ..	.. ..	.. ..	.. ..	.. ..	.. ..	.. ..
Offences against morality .. ..	19	15 1	1 ..	.. ..	.. ..	15 ..	1 ..	.. ..	.. ..	.. ..	.. ..	.. ..	.. ..
Offences against the person .. ..	428	357 28	11 ..	1 ..	.. ..	325 26	10 ..	1 ..	.. ..	.. ..	32 2	1 ..	.. ..
Offences against the rights of property	892	715 29	54 1	.. ..	4 ..	661 23	38 1	.. ..	.. ..	.. ..	54 1	16 ..	.. ..
Police offences .. ..	277	242 6	23 ..	1 ..	.. ..	230 4	23 ..	1 ..	.. ..	.. ..	12 2	.. ..	.. ..
Breach of the peace .. ..	107	94 6	4 ..	.. ..	.. ..	74 4	4 ..	.. ..	.. ..	.. ..	20 2	.. ..	.. ..
Liquor offences .. ..	63	31 9	10 7	.. ..	.. ..	29 8	10 7	.. ..	.. ..	.. ..	2 1	.. ..	.. ..
By-law breaches .. ..	544	380 12	125 7	.. ..	.. ..	246 10	77 7	.. ..	.. ..	.. ..	134 2	48 ..	.. ..
Miscellaneous .. ..	237	193 2	36 5	.. ..	1 ..	180 2	30 5	.. ..	1 ..	.. ..	13 ..	6 ..	.. ..
Total .. ..	2,579	2,037 95	264 20	2 ..	5 ..	1,770 84	193 20	2 ..	1 ..	.. ..	267 11	71 ..	.. ..

## APPENDIX IV

### PUBLIC FINANCE

*Receipts and Payments: Detailed Statement for Period from 31 March  
1950 to 31 December 1953*

—	1950	Nine Months Ended 31 Decem- ber 1950	Calendar Year 1951	1952	1953
<i>Heads of Revenue</i>					
Customs and Taxes .....	£ 416,396	£ 385,433	£ 561,699	£ 663,342	£ 663,150
Education .....	1,272	901	2,221	2,039	3,250
Health .....	24,990	22,593	20,182	23,890	10,040
Justice .....	2,763	2,272	3,504	4,039	5,530
Lands and Survey .....	1,518	789	1,503	1,501	1,390
Samoan Affairs .....	1,193	933	782	.....	.....
Police and Prisons .....	8,564	8,481	9,994	10,348	10,830
Postal and Radio .....	26,043	12,729	24,705	37,389	35,760
Public Works .....	15,061	14,757	23,836	23,836	164,480
Treasury .....	24,059	22,199	30,471	15,596	34,690
	521,859	471,087	678,897	781,980	929,120
<i>Heads of Expenditure</i>					
High Commissioner and Gov- ernment House .....	£ 7,679	£ 4,600	£ 6,744	£ 8,193	£ 9,300
Agriculture .....	884	3,541	4,827	6,953	8,550
Customs and Taxes .....	8,373	7,241	17,129	19,888	67,220
Education .....	70,188	74,197	113,345	110,552	128,610
Health .....	105,655	93,667	140,245	170,983	174,050
Justice .....	5,427	4,252	6,085	10,284	14,950
Lands and Survey .....	6,266	5,076	6,604	6,421	9,180
Police and Prisons .....	24,571	21,031	33,945	47,105	43,060
Postal and Radio, and Broad- casting .....	34,309	24,592	34,920	59,487	59,080
Public Service Commissioner .....	.....	2,104	3,310	3,563	4,200
Public Works .....	127,939	160,630	166,357	282,255	455,810
Samoan Affairs .....	23,889	16,624	25,470	.....	.....
Secretariat and Legislative Assembly .....	28,805	19,583	58,530	66,127	65,820
Treasury .....	13,122	6,715	12,745	20,176	14,780
Services not provided for .....	-1,730	943	919	248	560
	458,837	444,796	631,175	812,235	1,055,170
Less Recoveries— Labour and Public Trust .....	742	594	28	652	850
	458,095	444,202	630,147	811,583	1,054,320
Surplus or deficit .....	+63,764	+26,885	+47,722	-29,603	-125,200

## SELECTED GOVERNMENT ACCOUNTS

### *Capital Development Reserve Fund*

<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Balance as at 1 January</td> <td style="width: 50%; text-align: right;">£</td> </tr> <tr> <td>1953</td> <td style="text-align: right;">251,740</td> </tr> <tr> <td>Transferred</td> <td style="text-align: right;">86,190</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black;">£337,930</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 3px double black;">£337,930</td> </tr> </table>	Balance as at 1 January	£	1953	251,740	Transferred	86,190		£337,930		£337,930	<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Transfer to General Fund:</td> <td style="width: 50%; text-align: right;">£</td> </tr> <tr> <td>Development payments,</td> <td></td> </tr> <tr> <td>1953</td> <td style="text-align: right;">211,390</td> </tr> <tr> <td>Balance as at 31 December</td> <td></td> </tr> <tr> <td>1953</td> <td style="text-align: right;">126,540</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black;">£337,930</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 3px double black;">£337,930</td> </tr> </table>	Transfer to General Fund:	£	Development payments,		1953	211,390	Balance as at 31 December		1953	126,540		£337,930		£337,930
Balance as at 1 January	£																								
1953	251,740																								
Transferred	86,190																								
	£337,930																								
	£337,930																								
Transfer to General Fund:	£																								
Development payments,																									
1953	211,390																								
Balance as at 31 December																									
1953	126,540																								
	£337,930																								
	£337,930																								

### *Insurance Fund*

<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Balance as at 1 January</td> <td style="width: 50%; text-align: right;">£</td> </tr> <tr> <td>1953</td> <td style="text-align: right;">54,060</td> </tr> <tr> <td>Premiums</td> <td style="text-align: right;">950</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black;">£55,010</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 3px double black;">£55,010</td> </tr> </table>	Balance as at 1 January	£	1953	54,060	Premiums	950		£55,010		£55,010	<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Disbursements</td> <td style="width: 50%; text-align: right;">£</td> </tr> <tr> <td>Balance as at 31 December</td> <td></td> </tr> <tr> <td>1953</td> <td style="text-align: right;">54,660</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black;">£55,010</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 3px double black;">£55,010</td> </tr> </table>	Disbursements	£	Balance as at 31 December		1953	54,660		£55,010		£55,010
Balance as at 1 January	£																				
1953	54,060																				
Premiums	950																				
	£55,010																				
	£55,010																				
Disbursements	£																				
Balance as at 31 December																					
1953	54,660																				
	£55,010																				
	£55,010																				

### *Copra Fund*

<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Balance as at 1 January</td> <td style="width: 50%; text-align: right;">£</td> </tr> <tr> <td>1953</td> <td style="text-align: right;">93,540</td> </tr> <tr> <td>Copra proceeds</td> <td style="text-align: right;">866,720</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black;">£960,260</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 3px double black;">£960,260</td> </tr> </table>	Balance as at 1 January	£	1953	93,540	Copra proceeds	866,720		£960,260		£960,260	<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Disbursements</td> <td style="width: 50%; text-align: right;">£</td> </tr> <tr> <td>Balance as at 31 December</td> <td></td> </tr> <tr> <td>1953</td> <td style="text-align: right;">763,830</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black;">196,430</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 3px double black;">£960,260</td> </tr> </table>	Disbursements	£	Balance as at 31 December		1953	763,830		196,430		£960,260
Balance as at 1 January	£																				
1953	93,540																				
Copra proceeds	866,720																				
	£960,260																				
	£960,260																				
Disbursements	£																				
Balance as at 31 December																					
1953	763,830																				
	196,430																				
	£960,260																				

### *Western Samoa Currency Note Security Account*

<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Balance as at 1 January</td> <td style="width: 50%; text-align: right;">£</td> </tr> <tr> <td>1953</td> <td style="text-align: right;">97,430</td> </tr> <tr> <td>Notes issued 1 January-1953</td> <td style="text-align: right;">75,100</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black;">£172,530</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 3px double black;">£172,530</td> </tr> </table>	Balance as at 1 January	£	1953	97,430	Notes issued 1 January-1953	75,100		£172,530		£172,530	<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Notes redeemed</td> <td style="width: 50%; text-align: right;">£</td> </tr> <tr> <td>Balance as at 31 December</td> <td></td> </tr> <tr> <td>1953</td> <td style="text-align: right;">51,590</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black;">120,940</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 3px double black;">£172,530</td> </tr> </table>	Notes redeemed	£	Balance as at 31 December		1953	51,590		120,940		£172,530
Balance as at 1 January	£																				
1953	97,430																				
Notes issued 1 January-1953	75,100																				
	£172,530																				
	£172,530																				
Notes redeemed	£																				
Balance as at 31 December																					
1953	51,590																				
	120,940																				
	£172,530																				

### *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</td> <td style="width: 50%; text-align: right;">£</td> </tr> <tr> <td>1953</td> <td style="text-align: right;">306,100</td> </tr> <tr> <td>Deposits</td> <td style="text-align: right;">199,570</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black;">£505,670</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 3px double black;">£505,670</td> </tr> </table>	Balance as at 1 January	£	1953	306,100	Deposits	199,570		£505,670		£505,670	<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Withdrawals</td> <td style="width: 50%; text-align: right;">£</td> </tr> <tr> <td>Balance as at 31 December</td> <td></td> </tr> <tr> <td>1953</td> <td style="text-align: right;">161,910</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black;">343,760</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 3px double black;">£505,670</td> </tr> </table>	Withdrawals	£	Balance as at 31 December		1953	161,910		343,760		£505,670
Balance as at 1 January	£																				
1953	306,100																				
Deposits	199,570																				
	£505,670																				
	£505,670																				
Withdrawals	£																				
Balance as at 31 December																					
1953	161,910																				
	343,760																				
	£505,670																				

## 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, etc., 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—

	£
1949 .....	71,100
1950 .....	84,100
1951 .....	113,300
31 December 1952 .....	104,300
31 December 1953 .....	126,740

### (b) Aggregate deposit money—

	£	
1949 .....	603,000	
1950 .....	594,300	
1951 .....	695,000	
31 December 1952 .....	645,600	
31 December 1953—		
Post Office Savings Bank	343,760	} £643,760
Bank of New Zealand .....	300,000	

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

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

The only trading bank in the Territory is the Bank of New Zealand, registered in New Zealand. Its Samoan business is so merged with its general balance that few details requested can be given specifically relating to Samoa. The Bank's paid-up capital is £6,328,125 and its Reserve Fund £3,575,000. Its current deposits amounted to £111,851,376 as at 31 March 1953. Approximately £300,000 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 1953 was £127,937, 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.





## 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 Table 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):

1949			1950		
	£	£		£	£
New Zealand	4,556		New Zealand	18,328	
Fiji	1,141		Tutuila	963	
Malaya	500		Niue	783	
Tutuila	335		Pukapuka	680	
Ships' stores	229		Ships' stores	541	
Others	390		Tokelau Islands	85	
			Others	4	
		<u>£7,151</u>			<u>£21,384</u>

1951			1952		
	£			£	
New Zealand	17,495		New Zealand	10,425	
Tokelau Islands	3,324		Fiji	3,070	
Fiji	1,195		Tutuila	428	
Niue	816		Tokelau Islands	205	
Ships' stores	394		Niue	100	
Australia	121		Ships' stores	65	
			Others	52	
		<u>£23,345</u>			<u>£14,345</u>

1953		
	£	£
New Zealand	13,493	
Tokelau Islands	880	
Fiji	566	
Niue	243	
Others	954	
		<u>£16,136</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, Tires, etc.) Value
	Quantity	Value	Quantity	Value	Quantity	Value	
1949							
New Zealand	Cwt. 1,606	£ 1,654	Yards 7,203	£ 876	Cwt. 14,956	£ 115,485	
Australia	13,120	27,496	2,222	350	195	2,404	
Canada			92,367	6,166			Less than 5 per cent of value of total imports.
Fiji	15,773	16,431	3,090	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			
	30,507	45,598	584,297	81,730	15,153	117,901	
1950							
New Zealand	64	32	600	95	12,523	107,970	
Australia	14,364	46,592	31,814	3,654	156½	1,900	
Canada			67,711	8,944			Less than 5 per cent of value of total imports.
Fiji	7,557	11,514	8,557	1,849			
United Kingdom			399,294	73,056			
United States of America			76,421	10,651	6	41	
Hong Kong			3,798	1,083			
India			41,478	6,381			
Japan			5,246	1,401			
Switzerland			386	113			
U.S. Indonesia			1,116	113			
	21,985	58,138	636,361	113,270	12,635½	109,911	
1951							
New Zealand			7,256	965	18,167	132,421	
Australia			2,510	268	174	1,294	
Canada			11,366	2,436			
Fiji			3,900	410			
United Kingdom		Less than 5 per cent of value of total imports	429,582½	72,455	1	2	Less than 5 per cent of value of total imports.
United States of America			53,872	10,168	1	4	
Hong Kong			3,719	971			
India			74,215	13,546			
Japan			19,997	2,482			
Austria			2,727	495			
Germany			330	266			
Denmark					3	39	
			609,483½	104,442	18,346	133,760	
1952							
New Zealand	296½	594	656	299	7,604	37,056	6,082
Australia	15,676	59,010	323	385	555½	6,155	4,691
Canada			28,500	2,415			4,933
Fiji	16,636½	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	82,713			37,177
Hong Kong			37,314	3,852			
France							
India			16,086	2,636			11
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	439,342½	131,693	8,164½	93,264	117,077
1953							
New Zealand	872½	1,496	3,175½	583	11,404	109,539	7,643
Australia	9,803	34,409	3,511	1,340	115½	1,280	1,396
Canada							2,110
Fiji	19,966½	38,939	7,012	921			
United Kingdom	12½	23	388,917½	51,081	2	14	71,643
United States of America							10,278
Hong Kong			17,262	2,140			
India			144,399	15,004			
Japan			7,976	1,146			
Germany			7,781	779			912
	30,654½	74,867	580,033½	72,015	11,521½	110,833	93,982

### 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
<b>1949</b>	Cases	£	Tons	£	Tons	£	Tons	£
New Zealand ..	87,121	64,644	190	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
	<b>87,121</b>	<b>64,644</b>	<b>2,894</b>	<b>387,611</b>	<b>16,455</b>	<b>787,274</b>	<b>691½</b>	<b>95,142</b>
<b>1950</b>								
New Zealand ..	97,354	81,156	188	48,649	2,325	113,531	552	74,587
Australia ..	..	..	159	40,230	..	..	1	103
United Kingdom ..	..	..	646	144,142	11,592	569,187	..	..
United States of America ..	..	..	729	168,608	..	..	..	..
Germany ..	..	..	68	16,132	..	..	..	..
Holland ..	..	..	58	13,144	..	..	..	..
Italy ..	..	..	32	8,865	..	..	..	..
Fiji ..	..	..	..	..	..	..	2	244
	<b>97,354</b>	<b>81,156</b>	<b>1,880</b>	<b>439,770</b>	<b>13,917</b>	<b>682,718</b>	<b>555</b>	<b>74,934</b>
<b>1951</b>								
New Zealand ..	62,908	53,372	152	39,046	1,287	69,595	336	42,806
Australia ..	..	..	641	167,611	..	..	..	..
United Kingdom ..	..	..	1,010	259,091	13,332	711,577	..	..
United States of America ..	..	..	1,394	331,186	..	..	..	..
Italy ..	..	..	15	4,067	..	..	..	..
Fiji ..	..	..	..	..	..	..	3	466
	<b>62,908</b>	<b>53,372</b>	<b>3,212</b>	<b>801,001</b>	<b>14,619</b>	<b>781,172</b>	<b>339</b>	<b>43,272</b>
<b>1952</b>								
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	..	..		
	<b>65,588</b>	<b>55,816</b>	<b>2,448</b>	<b>506,262</b>	<b>17,037</b>	<b>1,086,642</b>		
<b>1953</b>								
New Zealand ..	252,582	262,348	125	36,061	2,006	131,078		
Australia ..	..	..	307	77,305	..	..		
United Kingdom ..	..	..	1,790	440,888	9,179	601,714		
United States of America ..	..	..	1,511	373,845	..	..		
Holland ..	..	..	10	2,793	..	..		
	<b>252,582</b>	<b>262,348</b>	<b>3,743</b>	<b>930,892</b>	<b>11,185</b>	<b>732,792</b>		

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

B. *Lands Alienated During 1953.*—One parcel of land only was permanently alienated to a private person during the period. 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 ..... 942½ acres.
- (b) Alienated to Territorial Government ..... 70 acres.
- (c) Permanently alienated to private persons or firms 2½ acres.

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 1953:

Bananas	.....	.....	252,582 cases.*
Cocoa	.....	.....	3,743 tons.
Copra	.....	.....	11,185 tons.
Rubber	.....	.....	55,104 lb.

\* Small case introduced in 1953.

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

Estimates of the total area and production of each crop, taken from the results of the 1951 agricultural census undertaken by the New Zealand Department of Agriculture, are as follows (the margin of error is probably high):

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

Region	Bananas	Coconuts	Cocoa	Taro	Minor Crops	Total	Population
1. Upolu North-west ..	1,058	1,194	1,753	77	124	4,206	14,768
2. Upolu South-east ..	4,590	5,150	494	606	202	11,041	7,375
3. Upolu North-east ..	1,524	1,148	80	159	160	3,071	4,798
4. Upolu East ..	2,241	11,069	810	718	350	15,188	7,871
5. Western Savai'i ..	1,598	5,605	2,880	1,603	1,571	13,252	6,899
6. Eastern Savai'i ..	2,228	11,361	1,924	1,288	1,487	18,288	16,951
7. Apia Township ..	93	515	85	192	191	1,076	20,918
Total ..	13,326	36,042	8,026	4,643	4,085	66,122	79,576
As percentage of total acreage	20.2	54.5	12.1	7.0	6.2	..	..

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

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

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

## APPENDIX IX

### LIVESTOCK

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

The numbers of pigs and poultry 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 1953, 1,778 cattle are known to have been slaughtered, and of these 69 were wholly condemned. The average carcass weighs 375 lb. to 400 lb. About 5 tons of hides worth about £175 were exported. Three hundred and three pigs were inspected before being slaughtered, and 13 wholly condemned.

Ululoloa Dairy Co. distributed 29,600 gallons of pasteurized 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 1953 was as follows:

New Zealand Reparation Estates (approx.)	.....	Super. ft. 260,500
Private mill	.....	240,000
		500,500

Hardwood exported in 1953 totalled 29,378 super. feet.

## APPENDIX XII MINERAL RESERVES

Nil.

## APPENDIX XIII INDUSTRIAL PRODUCTION

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

## APPENDIX XIV CO-OPERATIVES

Nil.

## APPENDIX XV TRANSPORT AND COMMUNICATIONS

### POSTAL

Besides the main Post Office, there are twelve non-permanent post offices.

#### *Mail Matter Delivered*

Letters and letter-cards	.....	301,589
Other articles	.....	190,126
Registered letters	.....	4,753
Parcels	.....	11,115

#### *Mail Matter Despatched*

Letters and letter-cards	.....	293,800
Other articles	.....	53,159
Registered letters	.....	4,057
Parcels	.....	6,962

#### *Money Orders*

<b>Issued—</b>		
Number	.....	797
Commission	.....	£51
Amount	.....	£12,478
<b>Paid—</b>		
Number	.....	2,530
Amount	.....	£29,241

### TELEPHONE SERVICES

There is only one telephone system, which has approximately 76 miles of local wires and 328 subscribers. There is one public call station.

### TELEGRAPH SERVICES

There is one main establishment and six out-stations. Paid traffic amounted to 32,841 messages totalling 576,683 groups for £6,459 19s. Air, weather, and press services accounted for another 620,000 groups. Of these totals, 8,930 messages, 120,350 groups, and £1,633 6s. 3d. refer to traffic handled on internal circuits.

### BROADCASTING SERVICES

There is only one broadcasting station. There are 956 privately owned receiving sets and 160 Government-issued sets.

### ROAD TRANSPORT

*Roads.*—Mileage figures as at December 1953:

	Miles.
Bitumen sealed roads .....	54
Other main roads .....	121
Secondary and village access roads .....	89
Plantation roads .....	38
<hr/>	<hr/>
Total .....	302
<i>Private cars, including Government cars</i> .....	257
<i>Number of Buses (11 to 37 passengers)</i> .....	69
<i>Lorries, including Government lorries:</i>	
Up to 2 tons .....	93
Over 2 tons .....	64
<hr/>	<hr/>
Total .....	157
<i>Trailer (Government)</i> .....	1
<i>Longest Bus Route:</i> 46 miles.	
<i>Number of Bus Passengers:</i> Over 500,000 (estimate only).	

### AIR TRANSPORT

<i>Number of Passengers (estimate only)—</i>	
Starting flight .....	730
Terminating flight .....	730

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

### RAILWAYS

Nil.

### METEOROLOGICAL SERVICES

Meteorological services are detailed in the body of the report. The only observatory is controlled and staffed 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	.....	.....	.....	34,350
Unloaded	.....	.....	.....	26,260

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

### *Number of Vessels Entered and Cleared in External Trade—*

British	.....	.....	101 ships	} 138,902 tons.
Foreign (U.S.A. and Norwegian)	.....	.....	95 "	

### *Number of Passengers Conveyed (estimate only)—*

Embarked	.....	.....	.....	4,967
Disembarked	.....	.....	.....	4,143

*Length of Inland Waterways.*—There are no inland waterways.

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

## APPENDIX XVI.

### A. COST OF LIVING

The average retail prices in Apia (as at December 1953) of some of the more important groceries, etc., are shown below:

Ice, delivered	.....	.....	.....	4s. per 50 lb. block.
Flour, white	.....	.....	.....	8d. per pound.
Butter (New Zealand), pats	.....	.....	.....	4s. 3d. per pound.
Bacon (New Zealand), rashers	.....	.....	.....	4s. 8d. per pound.
Eggs, fresh, local	.....	.....	.....	7s. per dozen.
Sugar, white	.....	.....	.....	10-025d. per pound.
Bread, white, delivered	.....	.....	.....	1s. per 18 oz. loaf.
Fresh milk, delivered	.....	.....	.....	8d. per pint.
Cheese, loaf cheddar (New Zealand)	.....	.....	.....	3s. 3½d. per pound.
Imported mutton	.....	.....	.....	2s. 7½d. per pound.
Pork chops	.....	.....	.....	3s. 11½d. per pound.
Tea, first quality	.....	.....	.....	3s. 8d. per pound.
Potatoes	.....	.....	.....	11d. per pound.
Cabbage	.....	.....	.....	1s. 9½d. per pound.
Tinned meat, corned beef (New Zealand)	.....	.....	.....	4s. per pound.
Apples	.....	.....	.....	1s. 9d. per pound.
Petrol	.....	.....	.....	5s. per gallon.
Cigarettes (English)	.....	.....	.....	3s. 8d. per tin of 50.
Dinner plates (English)	.....	.....	.....	17s. 4½d. per half dozen.
Starch, loose	.....	.....	.....	1s. 11½d. per pound.
Soap, laundry, 28's	.....	.....	.....	2s. 3½d. per bar.



B. CONSUMERS PRICE INDEX, APIA

	Seconded Employees						Local Employees					
	First Quarter, 1951.	Fourth Quarter, 1952.	First Quarter, 1953.	Second Quarter, 1953.	Third Quarter, 1953.	Fourth Quarter, 1953.	First Quarter, 1951.	Fourth Quarter, 1952.	First Quarter, 1953.	Second Quarter, 1953.	Third Quarter, 1953.	Fourth Quarter, 1953.
(1) <i>Food Groups—</i>												
(a) Meat and fish ..	1000	1322	1325	1306	1306	1314	1000	1382	1380	1376	1360	1368
(b) Fruit and vegetables ..	1000	1394	1314	1325	1342	1468	1000	1317	1233	1225	1180	1287
(c) Dairy produce ..	1000	1101	1104	1114	1161	1319	1000	1097	1098	1111	1155	1314
(d) Other foods ..	1000	1273	1269	1275	1279	1280	1000	1249	1245	1246	1248	1248
Aggregate ..	1000	1271	1254	1266	1272	1337	1000	1283	1269	1269	1265	1305
(2) <i>Housing</i> ..	1000	1255	1260	1273	1276	1285	1000	999	1008	1008	1008	1008
(3) <i>Fuel and Lighting</i> ..	1000	1023	1023	1025	1075	1077	1000	1052	1052	1054	1154	1161
(4) <i>Apparel—</i>												
(a) Clothing ..	1000	1150	1053	1082	1046	1037	1000	1150	1053	1082	1046	1037
(b) Footwear ..	1000	1112	1278	1304	1266	1094	1000	1111	1285	1311	1271	1081
Aggregate ..	1000	1145	1086	1115	1077	1046	1000	1141	1108	1137	1099	1049
(5) <i>Miscellaneous—</i>												
(a) Household goods ..	1000	1226	1188	1162	1144	1116	1000	1257	1199	1165	1148	1118
(b) Personal goods ..	1000	1078	1070	1080	1078	1088	1000	1090	1081	1091	1090	1099
(c) Services ..	1000	1053	1052	1052	1070	1062	1000	1009	1008	1008	1035	1030
Aggregate ..	1000	1076	1069	1070	1079	1074	1000	1062	1052	1052	1065	1062
All groups ..	1000	1165	1150	1155	1163	1184	1000	1166	1153	1156	1159	1172

## APPENDIX XVII

### LABOUR

During the year, Mr H. G. Duncan, of the Department of Labour and Employment in New Zealand, visited the Territory to study labour conditions in Samoa. The report which he has prepared will be discussed by the Legislative Assembly with a view to its implementation.

It is not possible to analyse the last census figures so as to fit 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 which may be of use may 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 1953 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 1953 there were seventy-nine 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 a dozen 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: 550 members (including 504 local appointees).

Commercial and business employees (all of overseas firms): approximately 100 members (including over 80 local appointees).

#### AID AND PENSIONS PAID IN 1953

Territorial Government: £2,440 to 35 persons.

No other details are available.

### APPENDIX XIX PUBLIC HEALTH

#### PERSONNEL

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

Medical officers .. .. .	5 (E)—1 vacancy
Medical assistants (Samoan medical practitioners)	29 (S)
Dentist .. .. .	1 (E)
Dental assistants .. .. .	6 (S)
Certificated nurses—	
With senior training .. .. .	11 (10 E and 1 S)
Local certificated nurses .. .. .	68 (S)
Partially trained nurses .. .. .	126 (S)
Laboratory and X-ray technicians .. .. .	2 (1 E and 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.

Chief sanitary inspector .. .. .	Nil
Sanitary assistants .. .. .	6
Meat inspectors .. .. .	1 (E/S)

#### HOSPITALS, ETC.

General hospital .. .. .	1 (216 beds)
Cottage hospital 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
Venereal disease units .. .. .	Nil
Leprosaria (small leper unit) .. .. .	12 patients
Mental institutions .. .. .	Nil

The principal infectious disease notification figures are shown below :

#### NOTIFICATIONS OF INFECTIOUS DISEASE

Name of Disease	Cases notified	
	1952	1953
Measles	2	7
Whooping cough	299	33
Influenza	1,890	2,573
Pneumonia—		
Lobar	186	146
Broncho	326	318
Unspecified	74	112
Tuberculosis—		
Pulmonary	58	43
Other forms	32	12
Infantile diarrhoea	244	466
Dysentery—		
Bacillary	2	Nil
Unclassified	4	9
Infective hepatitis	78	63
Leprosy	11	10
Yaws (First notifications)	*	4,601
Gonorrhoea	14	7

\*First cases not previously reported.

#### HOSPITAL AND OUT-STATION TREATMENTS

	Apia Hospital	Out- stations	Total
Admitted during the year	2,967	3,766	6,733
Died during the year	86	98	184
Outpatients attendance, including dressings during the year	47,951	119,619	167,570
Visits by medical officers and S.M.P.s during the year	440	2,614	3,054
Major operations during the year	270	167	437
Minor operations during the year	2,729	4,470	7,199

There are no missionaries engaged in medical work in the Territory.

The amount expended on medical services in 1953 was approximately £174,050, which is approximately 16.5 per cent of the total expenditure. Of this sum, £11,000 is administration and general expenditure, £69,000 direct on hospital and out-station maintenance, £3,000 hospital equipment, and £59,700 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). In 1952 a sum of £15,000 towards erection of a new maternity ward and £7,000 for new X-ray equipment were made available from New Zealand Reparation Estates profits by the New Zealand Government.

## TUBERCULOSIS

—	Polynesian	Non-Polynesian	Total
(1) Cases of tuberculosis on Register as at 31 December 1953 .. .. .	285	10	295
(2) Age groups of those in Table 1 as at date of return—			
(a) Under 5 years .. .. .	11	1	12
(b) 5 and under 15 years .. .. .	35	..	35
(c) 15 and under 25 years .. .. .	94	2	96
(d) 25 and under 35 years .. .. .	50	1	51
(e) 35 and under 45 years .. .. .	40	2	42
(f) 45 and under 55 years .. .. .	34	2	36
(g) 55 and under 65 years .. .. .	17	1	18
(h) 65 and over .. .. .	4	1	5
Totals .. .. .	285	10	295
(3) Disposition of registered cases—			
(a) In Apia Hospital .. .. .	76	6	82
(b) In District Hospital .. .. .	..	..	..
(c) In private dwelling .. .. .	201	4	205
(d) Residence unknown .. .. .	8	..	8
Totals .. .. .	285	10	295
(4) Type and extent of disease—			
(a) Respiratory .. .. .	219	6	225
(b) Non-respiratory .. .. .	43	2	45
(c) Mixed forms .. .. .	23	2	25
Totals .. .. .	285	10	295

## APPENDIX XX

### HOUSING

The number of Samoan fales is unknown. The following incomplete details refer only to European type dwellings.

*Total Number of Dwelling Units.*—Unobtainable. In 1953, 1,101 units paid building tax, but this includes stores, yards, warehouses, etc., as well as dwellinghouses. The Territorial Government owned, or leased from the New Zealand Reparation Estates, some 53 houses or flats at the end of the year.

*Number of Dwelling Units Commenced in 1953.*—Begun, 11; finished, 1.

APPENDIX XXI  
PENAL ORGANIZATION

AGE GROUP OF PRISONERS AS AT 31 DECEMBER 1953

Age—	Number
15-20	32
20-25	46
25-30	27
30-35	9
35-40	6
40-45	0
45-50	3
50-55	0
55-60	1
Over 60	1
Total	125*

PRISONERS, BY LENGTH OF TIME SERVED

E/S = European/Samoan; C/S = Chinese/Samoan

Under 1 month	3 (1 female)
1 month and under 2 months	5
2 months and under 3 months	2 (both females)
3 months and under 6 months	16 (1 C/S)
6 months and under 9 months	15
9 months and under 12 months	6
12 months and under 18 months	12 (1 female)
18 months and under 24 months	13 (1 female)
24 months and under 36 months	13
36 months and under 48 months	3
48 months and under 60 months	7 (3 E/S)
5 years and under 8 years	16 (1 E/S)
8 years and under 10 years	2
Over 10 years	11
	124*

\*Plus one prisoner ordered to be detained in prison until the pleasure of the Governor-General is known.

TABLE SHOWING PREVIOUS COMMITTALS TO PRISONS  
OF PRISONERS CONFINED ON 31 DECEMBER 1953

Previous Committals	Status	Total
One committal ..	Samoans ..	20 (1 female)
	Samoan/Chinese ..	1
	Samoan/European ..	1
		22
Two committals ..	Samoans ..	10
	Samoan/European ..	1
		11
Three committals ..	Samoans ..	8
		8
Four committals ..	Samoans ..	7 (1 female)
	Samoan/European ..	1
		8
Five committals ..	Samoans ..	6
		6
Six committals ..	Samoans ..	4
		4
Seven committals ..	Samoans ..	7
		7
Eight committals ..	Samoans ..	2
		2
Nine committals ..	Samoans ..	4
		4
Ten committals ..	Samoan ..	1 (female)
	Samoan/European ..	1
		2
Twelve committals ..	Samoans ..	2
		2
Fifteen committals ..	Samoans ..	2
		2
Twenty-one committals ..	Samoans ..	1
		1
Twenty-four committals ..	Samoans ..	1
		1
Twenty-five committals ..	Samoans ..	1
		1
No previous committals ..	Samoans ..	43 (1 female)
	Samoan/European ..	1
		44
		125

AVERAGE NUMBER OF INMATES

Daily average .....	131.72
Admitted during period .....	234
Discharged during period .....	224

NUMBER OF CELLS AND WARDS

Tafa'igata: Seven wards for good conduct prisoners. Thirteen cells for confinement.

SPACE ALLOTTED TO PRISONERS 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

	Daily	Weekly
Breakfast—		
Cocoa .. .. .	2 oz.	14 oz.
Sugar .. .. .	2 oz.	14 oz.
Milk .. .. .	1 oz.	$\frac{1}{2}$ lb.
Biscuit .. .. .	2·2 oz.	1 lb.
Mummy apple .. .. .	$\frac{1}{2}$ lb.	3 $\frac{1}{2}$ 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.

	Daily	Weekly
Evening—		
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 .. .. .	..	105 (S & E)	1 (E)	2 (E)	..
Mission .. .. .	321 (S)	27 (S & E)	3 (E)	2 (E)	4 (S & E)
Total .. .. .	321 (S)	132 (S & E)	4 (E)	4 (E)	4 (S & E)



CHILDREN OF SCHOOL AGE (5-19 YEARS)  
(Rough estimates from 1951 census)

	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. The margin of error in the above figures is probably high.

NUMBERS OF SCHOOL CHILDREN IN PRIMARY SCHOOLS IN WESTERN SAMOA, CLASSIFIED ACCORDING TO AGE AND SEX, 1953

Name of School	5-10 Years Old		11-15 Years Old		Over 15 Years Old		Grand Total
	Boys	Girls	Boys	Girls	Boys	Girls	
Missions—							
London Missionary Society ..	2	0	160	26	365	165	..
Roman Catholic .. ..	1,028	899	789	761	227	361	..
Methodist .. ..	40	29	131	78	93	116	..
Seventh Day Adventists ..	74	88	29	50	34	26	..
Latter Day Saints ..	136	130	226	233	62	79	..
	1,280	1,146	1,335	1,148	781	747	6,437
Government .. ..	4,425	4,424	2,210	2,523	303	285	14,170
Grand total .. ..	5,705	5,570	3,545	3,671	1,084	1,032	20,607

NOTE.—The above figures do not include the rolls of the pastors' schools. Most of the pupils in the above schools also attend the pastors' schools, many of which are conducted irregularly outside of the normal school hours. It should be further noticed that in addition to the totals given above there are many pupils who still attend pastors' schools only. It has not been possible to get accurate attendance figures for these.

## SECONDARY SCHOOLS ROLLS

Age .. .. .	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.
One Government school—																				
Form III..	1	3	3	7	8	4	1	..	..	..	..	..	..	..	..	..	..	..	14	13
Form IV..	1	1	2	1	1	8	2	6	..	..	..	..	..	..	..	..	..	..	11	6
Form V..	..	..	..	..	..	..	..	..	..	..	2	..	..	..	..	..	..	..	2	..
	2	4	5	8	9	7	3	6	..	2	..	..	..	..	..	..	..	..	27	19
Three Mission schools—																				
Form III..	..	1	1	3	1	14	1	5	4	3	2	4	1	1	2	8	..	..	39	12
Form IV..	..	..	3	..	1	3	2	14	5	2	2	5	..	8	..	10	..	..	42	13
Form V..	..	..	..	..	..	..	..	2	..	..	..	..	..	..	..	19	..	..	21	..
	..	1	4	3	2	17	3	21	9	5	4	9	1	9	2	37	..	..	102	25
Grand total ..	2	5	9	11	11	24	6	27	9	7	4	9	1	9	2	37	..	..	129	44

### THEOLOGICAL COLLEGES FOR MEN (FOUR COLLEGES)

Ages	First Year	Second Year	Third Year	Fourth Year	Fifth Year	Sixth Year	Total
18-19 .. .. .	5	3	7	4	1	..	20
19-20 .. .. .	6	2	..	2	2	..	12
20-21 .. .. .	10	1	3	1	2	..	17
21 and over ..	21	33	41	43	33	18	189
<b>Total ..</b>	<b>42</b>	<b>39</b>	<b>51</b>	<b>50</b>	<b>38</b>	<b>18</b>	<b>238</b>

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 .....	98	91	41
Nurses' Training School .....	..	126	6
<b>Missions—</b>			
Commercial School (Roman Catholic) .....	..	82	51
Agricultural School (Methodist) .....	17	..	13
	<b>115</b>	<b>299</b>	<b>119</b>

NOTE.—These schools enrol both primary and secondary students.

### AVERAGE SCHOOL ATTENDANCE

Government—	Per Cent
Primary .....	84
Secondary .....	94
Vocational .....	91
<b>Missions—</b>	
Primary .....	83
Secondary .....	90
Vocational .....	91

**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 ..	14,170	
Number in Government vocational schools, 16-21 years inclusive ..	315	
Number in Government secondary schools, 16-19 years inclusive ..	46	
	<hr/>	14,531
Number in mission primary schools, 5-18 years inclusive ..	6,437	
Number in mission vocational schools, 16-21 years inclusive ..	99	
Number in mission secondary schools, 16-21 years inclusive ..	127	
	<hr/>	6,663
<b>Total</b> ..		<b>21,194</b>

NOTE.—In the primary school few pupils attend before the age of six years and most have left by the age of sixteen years.

It is not possible to estimate with any accuracy the number of pupils attending pastors' schools only.

**SCHOLARSHIP STUDENTS ENROLLED IN INSTITUTIONS OF HIGHER LEARNING OVERSEAS, 1953**

New Zealand (University and Teachers' Training College) .....	17
U.S.A. (University) .....	2
Fiji (Medical School) .....	13
New Zealand (Theological Colleges) .....	6
Australia (Teachers' Training College) .....	1
	<hr/>
	39

**SCHOLARSHIPS AWARDED SAMOAN STUDENTS CURRENT 1953**

Awarded by	Country in Which Held	Male	Female
Samoan Government .....	Fiji (Medical School and Health Department) .....	13	..
New Zealand .....	In New Zealand .....	42	18
Missions .....	In New Zealand .....	10	1
Missions .....	In Western Samoa .....	3	..
Missions .....	In U.S.A. .....	2	..
Missions .....	In Australia .....	..	1
		<hr/>	<hr/>
<b>Total</b> .....		70	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.	
<b>Government—</b>													
Samoans ..	90	68	91	110	..	..	..	..	1	..	..	..	..
Local Europeans ..	2	4	1	11	..	..	..	..	1	..	..	..	..
Europeans ..	15	6	..	..	2	..	..	1	..	..	..	..	..
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
	107	78	92	121	2	..	..	1	2	..	..	..	..
<b>Missions—</b>													
Samoans ..	13	..	48	49	..	..	3	..	..	..	2	1	..
Local Europeans ..	..	1	..	17	..	..	1	..	..	..	..	..	..
Europeans ..	4	11	8	22	2	2	6	..	..	..	..	..	..
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
	124	90	141	209	4	2	10	1	2	..	2	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 98 male and 91 female students. Fifty-four of these, upon the completion of the course, were awarded Trained Teachers' Certificates.

### INDIGENOUS TEACHERS

#### Salary Scales

The following are the basic scales payable to teachers in the Territory; indigenous and otherwise, as for 1954:

<i>Village School (Central Staff)</i>				<i>Teacher Trainees</i>			
1 @	..	..	£ 1,210	60 @	£85	..	£ 3,900
1 @	..	..	560	44 @	£65	..	2,860
1 @	..	..	315	50 @	£70	..	3,500
1 @	..	..	220	45 @	£75	..	3,375
1 @	..	..	175				
<i>School Broadcasting</i>				<i>T.T.C. and Apia Infants</i>			
1 @	..	..	910	1 @	..	..	1,260
1 @	..	..	385	1 @	..	..	1,010
1 @	..	..	350	1 @	..	..	835
1 @	..	..	250	1 @	..	..	690
1 @	..	..	190	1 @	..	..	420
				1 @	..	..	350
				2 @	£315	..	630
				3 @	£250	..	750
				4 @	£220	..	880
				4 @	£190	..	760
				3 @	£160	..	480
				6 @	£130	..	780
				2 @	£100	..	200
				3 @	£70	..	210
<i>Samoaan Inspectors</i>							
1 @	..	..	455				
3 @	£385	..	1,155				
2 @	£350	..	700				
1 @	..	..	315				
1 @	..	..	235				
<i>Apia Primary</i>							
1 @	..	..	1,315				
1 @	..	..	835				
1 @	..	..	815				
2 @	£810	..	1,620				
1 @	..	..	740				
1 @	..	..	715				
1 @	..	..	690				
1 @	..	..	560				
1 @	..	..	470				
1 @	..	..	455				
1 @	..	..	385				
1 @	..	..	280				
1 @	..	..	235				
2 @	£220	..	440				
1 @	..	..	190				
1 @	..	..	350				
1 @	..	..	160				
1 @	..	..	130				
				<i>Domestic Science</i>			
				1 @	..	..	655
				<i>Samoa College</i>			
				1 @	..	..	1,255
				1 @	..	..	1,110
				1 @	..	..	970
				1 @	..	..	815
				1 @	..	..	755
				1 @	..	..	525
				1 @	..	..	455
				1 @	..	..	385
				1 @	..	..	292
				1 @	..	..	130
				1 @	..	..	685

INDIGENOUS TEACHERS—continued

Salary Scales—continued

<i>Avele School</i>			<i>Tokelau Teachers</i>		
		£			£
1 @	..	1,045	1 @	..	142
1 @	..	870	1 @	..	105
1 @	..	339	7 @	£100	700
1 @	..	292			
2 @	£232	464			
1 @	..	157			
1 @	..	142			
<i>Vaipouli School</i>			<i>Village Schools' Teachers</i>		
		£			£
1 @	..	1,030	1 @	..	350
1 @	..	740	3 @	£315	945
1 @	..	292	1 @	..	295
1 @	..	274	10 @	£280	2,800
			17 @	£250	4,250
			1 @	..	235
			35 @	£220	7,700
			2 @	£205	410
			51 @	£190	9,690
			5 @	£175	875
			58 @	£160	9,280
			3 @	£145	435
			1 @	..	142
<i>Aleisa School</i>			30 @	£130	3,900
		£	7 @	£115	805
1 @	..	490	33 @	£100	3,300
1 @	..	265	23 @	£75	1,785
1 @	..	220	4 @	£70	280
2 @	£160	320	7 @	£65	455
1 @	..	75			

EXPENDITURE

The total expenditure for Government education covering primary, secondary, and vocational schools for the year ending 31 December 1953 was £170,000, the money coming from the following sources:

Samoan Government—	£	£
Education Department .....	.....	128,600
Health Department scholarships, Fiji		
Medical School .....	.....	4,200
New Zealand Government—		
Scholarships to New Zealand .....	16,000	
Samoa College .....	21,200	
		<u>37,200</u>
		<u>£170,000</u>

A further sum of several thousand pounds is spent by the New Zealand Government on the *Samoa 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 £132,800 is made up as follows:

	£
(a) Administration and inspection .....	113,820*
(b) New school buildings (also £21,247 New Zealand) .....	1,480
(c) School equipment .....	9,630
(d) Libraries .....	500
(e) Scholarships, Fiji: Health Department (also £16,000 New Zealand) .....	4,200
(f) Maintenance of boarders .....	600
(g) Other education expenditure .....	2,580
	£132,810

\* Salary and overtime, £112,170.

Figures are not available from the missions.

The Government expenditure on school children in the various types of schools was more than £9 per head in 1953.

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								Total
		New Zealand	Australia	England	America	Canada	France	Germany	Switzerland	
Roman Catholic .. .. .	Rome .. .. .	12	3	..	11	4	7	2	2	41
London Missionary Society .. .. .	London .. .. .	2	..	4	..	..	..	..	..	6
Methodists .. .. .	Sydney .. .. .	..	3	..	1	1	..	..	..	5
Seventh Day Adventists .. .. .	Sydney .. .. .	..	..	..	3	..	..	..	..	3
Latter Day Saints .. .. .	Salt Lake City .. .. .	..	..	..	3	1	..	..	..	4
<b>Total</b> .. .. .	.. .. .	14	11	4	15	6	7	2	2	61

#### ADULT EDUCATION

There is no 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 1953, 110 students enrolled (103 male, 7 female), 56 sat the Public Service Examination, and 28 students gained a full or partial pass. This was a great improvement on last year's figure.

## 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 100 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 great emphasis on the teaching of English, school libraries will increase in size and number. Because most 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 .....	4
Education and missions, etc. ....	7 (approximately)

### NUMBER OF THEATRES

1 in Apia.  
10 in outer districts.

## APPENDIX XXIII

### INTERNATIONAL CONVENTIONS APPLIED TO WESTERN SAMOA DURING 1953

#### MULTILATERAL

Protocol on the Exercise of Criminal Jurisdiction over United Nations Forces in Japan, signed at Tokyo 26 October 1953.

Signed on behalf of New Zealand, 26 October 1953.

(Applies to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

In force 29 October 1953.

Protocol amending the Slavery Convention signed at Geneva on 25 September 1926, signed at New York 7 December 1953.

Signed on behalf of New Zealand 16 December 1953.

(Applies to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

In force 16 December 1953.

Agreement revising and renewing the International Wheat Agreement, opened for signature at Washington 13 April 1953.

Signed on behalf of New Zealand, and Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands, 29 July 1953.

In force as to Parts 1, 3, 4, and 5, 15 July 1953.

In force as to Part 2, 1 August 1953.

Instrument for the Amendment of the Constitution of the International Labour Organization, adopted at Geneva 25 June 1953.

Ratified on behalf of New Zealand 19 October 1953.

(Applies to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

Not yet in force.

#### BILATERAL

##### *Japan*

Exchange of Notes constituting a Notification under Article 7 (a) of the Treaty of Peace with Japan of intention to revive the Anglo-Japanese Tonnage Measurement Agreement of 30 November 1922. Tokyo, 24 April and 8 May 1953.

In force for New Zealand, and Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands, 24 July 1953.

##### *Germany*

Exchange of correspondence concerning the reapplication to New Zealand of the Convention between the United Kingdom and Germany regarding Legal Proceedings in Civil and Commercial Matters, Wahnerheide and Bonn, 10 December 1952-5 March 1953.

In force for New Zealand, and Western Samoa and the Cook Islands (including Niue), 1 January 1953.

##### *Italy*

Agreement between the Governments of the United Kingdom of Great Britain and Northern Ireland, Canada, Australia, New Zealand, the Union of South Africa, India, and Pakistan and the Government of Italy relative to the graves in Italian territory of Members of the Armed Forces of the British Commonwealth, with Protocol of Signature and Exchange of Notes, Rome 27 August 1953.

Signed on behalf of New Zealand, and Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands, 27 August 1953.

Not yet in force.



APPENDIX XXIV  
LEGISLATIVE ACTIVITY

A. IN SAMOA

ORDINANCES

1952

Land for Government Building Purposes.  
Imprest Supply.  
Mulivai Lane Closing.  
Fees for Land Registration.  
Civil List Amendment.  
Incorporated Societies.  
Road Crossings.  
Land and Titles Protection Amendment.  
Co-operative Societies.  
Civil List Amendment (No. 2).  
Appropriation.

1953

Imprest Supply.  
Regulations (Printing and Publication of).  
Finance.  
Telephone.  
Electric Lines Amendment.  
Prisons.  
Apia Park Board.  
Water Supply.  
Ordinances Amendment.  
Appropriation.  
District and Village Government Board.

REGULATIONS (only the more important are listed)

1952

Police Force.  
Samoan Officials Salary.

1953

Incorporated Societies.  
Road Traffic Limitation Notice.  
Western Samoa Public Service.  
Repeal of Trade Debts Ordinance Notice.

B. IN NEW ZEALAND

The following lists contain the more important Acts and regulations which affect Western Samoa and which were passed in 1952 or 1953:

B. IN NEW ZEALAND—*continued*

ACTS

1952

- Public Service Amendment (Serial No. 1952/4).  
Chattels Transfer Amendment (Serial No. 1952/25).  
Samoa Amendment (which brought the Carriers Act 1940 into force in Western Samoa) (Serial No. 1952/31).  
Administration (Serial No. 1952/56).  
Emergency Regulations Amendment (Serial No. 1952/64).  
Companies Amendment (Serial No. 1952/66).  
Air Services Licensing Amendment (Serial No. 1952/67).  
Diplomatic Immunities (Serial No. 1952/72).  
Death Duties Amendment. (Serial No. 1952/76).

1953

- Property Law Amendment (Serial No. 1953/4).  
New Zealand Government Property Corporation (Serial No. 1953/5).  
Royal Powers (Serial No. 1953/19).  
Post and Telegraph Amendment (Serial No. 1953/48).  
Samoa Amendment (Serial No. 1953/52).  
Customs Act Amendment (Serial No. 1953/57).  
Superannuation Amendment (Serial No. 1953/61).  
Patents (Serial No. 1953/64).  
Designs (Serial No. 1953/65).  
Trade Marks (Serial No. 1953/66).  
Chattels Transfer (Serial No. 1953/79).  
Emergency Regulations Amendment (Serial No. 1953/97).  
Offences at Sea (Serial No. 1953/120).

REGULATIONS

1952

- The Carriage by Air (Parties to Convention) Order 1951 (Serial No. 1952/8).  
Air Services Licensing (Serial No. 1952/11).  
Samoa High Court Amendment Rules (Serial No. 1952/22).  
Samoa Applied Regulations Order 1947, Amendment No. 1 (Serial No. 1952/24).  
Air Navigation Regulations 1933, Amendment No. 20 (Serial No. 1952/36).  
Western Samoa Audit Regulations 1948, Amendment No. 2 (Serial No. 1952/55).  
Treaty of Peace (Japan) (Serial No. 1952/80).  
Air Navigation Regulations 1933, Amendment No. 21 (Serial No. 1952/120).  
Air Services Licensing Regulations 1952, Amendment No. 1 (Serial No. 1952/142).  
Air Services Licensing Regulations 1952, Amendment No. 2 (Serial No. 1952/156).  
Samoa Amendment Act Commencement Order (Serial No. 1952/226).

B. IN NEW ZEALAND—*continued*

REGULATIONS—*continued*

1953

- Air Navigation Regulations 1933, Amendment No. 22 (Serial No. 1953/9).
- Chattels Transfer (Customary Hire Purchase) Order (Serial No. 1953/45).
- Enemy Property Emergency Regulations 1939, Amendment No. 9 (Serial No. 1953/61).
- Radio (Serial No. 1953/80).
- Samoa Applied Regulations Order 1947, Amendment No. 2 (Serial No. 1953/87).
- Samoa Treasury (Serial No. 1953/131).
- Civil Aviation (Investigation of Accidents) (Serial No. 1953/152).

APPENDIX XXV

BUSINESS LICENCES ISSUED IN 1953

General storekeepers—			
Single licence	..	..	.. 108 persons or firms.
Two licences	..	..	5 "
Three licences	..	..	1 person or firm.
Nine licences	..	..	1 "
Ten licences	..	..	1 "
Fifteen licences	..	..	1 "
Seventeen licences	..	..	1 "
Thirty-seven licences	..	..	1 "
Forty licences	..	..	1 "
Forty-five licences	..	..	1 "
Fifty-one licences	..	..	1 "
Sixty-two licences	..	..	1 "
Tailors	..	..	19 licences.
Restaurant proprietors	..	..	13 "
Banker	..	..	1 licence.
Bakers	..	..	23 licences.
Engineers	..	..	13 "
Tobacconists	..	..	17 "
Hairdressers	..	..	9 "
Billiard-saloon proprietors	..	..	2 "
Confectioners	..	..	9 "
Cabinetmakers	..	..	12 "
Insurance agents	..	..	10 "
Copra exporters	..	..	9 "
Island produce exporters	..	..	8 "
Lighterers	..	..	7 "
Accountants and auditors	..	..	6 "
Motorboat owners	..	..	22 " , held by 9 persons or firms.
Commercial travellers	..	..	2 "
Sawmillers	..	..	2 "
Photographers	..	..	2 "
Building contractors	..	..	2 "

BUSINESS LICENCES ISSUED IN 1953—*continued*

Theatre proprietors	..	..	4	licences
Cordial manufacturers	..	..	2	"
Accommodation-house keepers	..	..	4	"
Commission agents	..	..	8	"
Ice manufacturers	..	..	4	"
Solicitors	..	..	2	"
Stevedores	..	..	2	"
Plumbers	..	..	4	"
Shipping agents	..	..	5	"
Printing	..	..	2	"
Petroleum magazines	..	..	9	"
Butchers	..	..	6	"
Airway agents	..	..	2	"
Bonded warehouse	..	..	1	licence.
Blacksmith	..	..	1	"
Sailmaker	..	..	1	"
Passenger rowing boat	..	..	1	"
Armature winding	..	..	1	"
Saddler	..	..	2	licences.

APPENDIX XXVI

CLIMATOLOGICAL DATA FOR APIA, 1949-53

	1949	1950	1951	1952	1953
Total rainfall (inches)	114.66	166.07	92.38	89.34	76.66
Number of rain days	238	265	190	200	169
Maximum daily rainfall (inches)	4.31	6.38	4.55	4.40	3.04
Date	30 Dec.	24 Dec.	16 June	11 April	23 Mar.
Extreme maximum temperature (°F.)	89.9	89.5	90.2	92.0	91.0
Date	25 March	25 Jan.	17 April	31 Jan.	20 March
Extreme minimum temperature (°F.)	65.9	67.4	64.2	67.4	60.0
Date	23 July	28 Sept.	22 July	29 Sept.	18 Aug.
Mean daily maximum temperature (°F.)	85.7	85.4	85.8	86.5	86.3
Mean daily minimum temperature (°F.)	78.7	78.3	78.7	74.1	74.0
Total amount of bright sunshine (hours)	2,668.2	2,518.4	2,748.0	2,560.9	2,653.0

APPENDIX XXVII

FAIPULE DISTRICTS

UPOLU

Faipule	Villages	Sub-districts	Political Districts
1. Lanu	Lauli'i Letogo Vaiile Fagali'i	Vaimauga East	Tuamasaga.
2. Tofaeono	Matafagatele Vaiala Magiagi Matautu Apia Tanugamanono Alamagoto	Vaimauga West	Tuamasaga.
3. Vaitagutu	Vaimoso Lepea Valloa	Faleata East	Tuamasaga.

FAIPULE DISTRICTS—*continued*

UPOLU—*continued*

Faipule	Villages	Sub-districts	Political Districts
4. Matai'a S. . . . .	Vaitele Vaiusu Saina Toamua	Faleata West	Tuamasaga.
5. Matiu . . . . .	Faleula Levi Saleimoa Tufulele	Sagaga	Tuamasaga.
6. Mauala S. . . . .	Malie Afega Tuana'i	Sagaga (Usofa)	Tuamasaga.
7. Tuala F. . . . .	Leauva'a Salamumu	Gaga'emauga (Savai'i)	Saleaula.
8. Aiono F. . . . .	Faleasi'u Fasito'outa	Alofi I	A'ana.
9. Tanuvasa . . . . .	Nofoali'i Leulumoeaga	Alofi II	A'ana.
10. Tuigamala T. . . . .	Fasito'otai Vailu'utai Faleatiu Satapuala Satumalufulu	Alofi III	A'ana.
11. Leiateau T. . . . .	Mulifanua Faleu Salua Afai Lepuia'i Apollima		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 Gagaifolevao Matautu	Lefaga	A'ana.
14. Taoa F. . . . .	Sa'anapu Sataoa Lotofaga Nu'usuatia Vaie'e Fusi Fausaga Tafitoala Mulivai	Safata	Tuamasaga.
15. Li'o T. . . . .	Si'umu Maninoa Saoga	Si'umu	Tuamasaga.
16. Meleisea . . . . .	Saleiua Poutasi Vaovai Matautu Malaemalu Satalo Sapunaoa Salesatele Salani Sapo'e	Falealili	Atua.
17. Fonoti J. . . . .	Matatufu Lotofaga Vavau	Lotofaga	Atua.
18. Faolotoi . . . . .	A'ufaga Lepa Siupapa Saleapaga	Lepa	Atua.

## FAIPULE DISTRICTS—*continued*

### UPOLU—*continued*

Faipule	Villages	Sub-districts	Political Districts
19. Fuataga ..	Lalomanu .. Vailoa Ulutogia	Aleipata ..	Atua.
20. Tafua ..	Saitoa .. Mutiatele Sale'aaumua Samusu Amaile Ti'avea	Aleipata ..	Atua.
21. Talamaivao ..	Uafato .. Samamea Lona Ma'asino, Taolefaga Salimu Musumusu Faleapuna	..	Va'a-o-fonoti.
22. Alai'asa K. ..	Sauago .. Salotele Falevao Lalomauga Manunu Falefa Lufitui	Anoamaa East ..	Va'a-o-fonoti.
23. Sagapolutele ..	Saluafata .. Fusi Salelesi Eva Solosolo Luatuanu'u	Anoama'a West ..	Va'a-o-fonoti.

### SAVAI'I

Faipule	Villages	Sub-districts	Political Districts
1. Gatoloai Peseta ..	Salelologa .. Tinoi-Iva Vaiafai Salelavalu Lalomalava	Fa'asaleleaga I ..	Fa'asaleleaga.
2. Pa'u Leo ..	Sapapali'i .. Safotulafai	Fa'asaleleaga II ..	Fa'asaleleaga.
3. To'oaia Polu ..	Faga .. Sa'asa'ai Saipi	Fa'asaleleaga III ..	Fa'asaleleaga
4. I'iga Pisa ..	Asaga .. Lano, Pu'apu'a	Fa'asaleleaga IV ..	Fa'asaleleaga.
5. Tuala Fa'aua ..	Leauva'a (Upolu) Salamumu	Gaga'emauga I ..	Gaga'emauga.
6. Aua'i P. ..	Patamea .. Samalaeulu Saleaula	Gaga'emauga II ..	Gaga'emauga.
7. Loto T. ..	Safa'i .. Sato'alepai Fagamalo Lelepa Avao Vaipouli Salei'a	Gaga'emauga III ..	Gaga'emauga.
8. Taito Tanu ..	Manase .. Safotu	Gaga'ifomauga I ..	Le-ali'i-o-le Itu.
9. Mamea Falo ..	Paia .. Samauga Lefagaoli'i Safune Fatuvalu	Gaga'ifomauga II ..	Le-ali'i-o-le Itu.

FAIPULE DISTRICTS—continued

SAVA'I—continued

Faipule	Villages	Sub-districts	Political Districts
10. Polataivao L...	Fagae'e Sasina Letui Aopo	Gaga'ifomanga III.	Le-aifi-o-le Ifu.
11. Tufuga Fatu	Asau Auala Vaisala	Vaisigano East	Vaisigano.
12. Lesatele Rapi	Sataua Papa	Vaisigano West	Vaisigano.
13. Tafi M.	Avata Vaotupua	Falealupo	Vaisigano.
14. Aiolupo M.	Tufutafoe Neiafu Falelima	Alataua i Sisifo	Vaisigano.
15. Tuisalega I.	Fagafau Samata Fogatuli Fala'ai Vaipu'a Fogasava'ifi Sagone	Salega	Satupa'itea.
16. Toilolo Tifi	Faalalo Foaluga Sataua'itua Sala'ilua Taga	Palauli West	Palauli.
17. Asiata T.	Satua'a Vaega Pitonu'u	Satupa'itea	Satupa'itea.
18. Tofa Polevia	Sili Gautavai Gataivai Puleia Tafua	Palauli (Falefa)	Palauli.
19. Leleisi'uao M.	Vailoa, Vaito'omuli Fa'ala	Palauli	Palauli.

NOTE.—Districts No. 7 (Leauva'a) on Upolu and No. 5 (Gaga'emauga I) on Savai'i are together really one Faipule district, represented by one Faipule.

## INDEX

The following references are to questions asked in the Questionnaire approved by the Trusteeship Council on 6 June 1952:

Question	Page	Question	Page
1	9	61	85
2	9-11	62	87-88
3	11-12	63	89
4	12-16	64	89
5	17-18	65	89
6	18-22	66	89
7	22	67	89
8	23	68	—
9	24	69	—
10	24	70	89
11	24-25	71	90
12	26-27	72	90
13	27	73	90
14	28-31, 32-33	74	90-91
15	31-32	75	91-98
16	See text, p. 30 <i>et seq.</i>	76	98-99
17	33-34	77	94, 96, 97
18	34-35	78	99-100
19	36-40	79	101-104
20	40-43	80	104
21	43-45	81	104-106
22	45-49	82	106-107
23	49-50	83	107
24	50-51	84	107-108
25	51-52	85	104-106
26	52-54	86	108-109
27	54	87	109-110
28	54-55	88	110
29	56-57	89	111
30	57	90	111
31	57	91	112
32	57-58	92	112-113
33	59	93	112
34	59	94	112
35	60	95	113
36	60	96	112-113
37	60	97	113
38	61	98	114-115
39	61	99	115
40	61	100	115-117
41	61	101	117
42	62-63	102	117
43	63	103	117
44	64	104	117
45	65-68	105	117
46	—	106	117
47	68-69	107	117-118
48	66	108	118
49	67	109	118-119
50	70-75	110	119
51	76	111	120
52	76	112	120-121
53	77	113	121
54	76-77	114	121
55	78-82	115	121
56	82-85	116	58, 121
57	85	117	122-125
58	85-87	118	125
59	87	119	125-127
60	87	120	117
		121	127-128



INDEX—continued

Question	Page	Question	Page
122	129	157	145
123	129-130	158	145-146
124	133-134	159	147
125	130	160	147
126	130-131	161	148-150
127	131	162	150
128	131	163	150
129	131	164	150-151
130	131-132	165	151
131	132	166	152
132	133	167	152
133	133	168	153
134	133	169	153
135	133	170	153
136	134	171	154
137	134	172	154
138	134	173	155
139	134	174	155
140	135	175	155
141	77	176	155
142	136-138	177	155-157
143	138	178	157
144	138	179	157
145	138	180	157
146	138-139	181	157-158
147	140	182	157-158
148	140	183	158
149	140	184	158-159
150	141	185	158
151	141-143	186	159
152	143-144	187	159
153	144	188	159
154	144	189	160
155	144	190	165
156	144		