

1949
NEW ZEALAND

DEPARTMENT OF ISLAND TERRITORIES

WESTERN SAMOA

ADMINISTERED UNDER TRUSTEESHIP AGREEMENT
DATED 13th DECEMBER, 1946

ANNUAL REPORT FOR THE YEAR ENDED 31st MARCH, 1949

Presented to Both Houses of the General Assembly by Command of His Excellency

The Right Hon. the MINISTER OF ISLAND TERRITORIES to HIS EXCELLENCY THE
GOVERNOR-GENERAL.

Wellington, 29th August, 1949.

I HAVE the honour to submit to Your Excellency the report on the Administration of
Western Samoa for the year ended 31st March, 1949.

P. FRASER,

Minister of Island Territories.

His Excellency the Governor-General of New Zealand.

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A. INTRODUCTORY

THE Territory of Western Samoa lies between latitude 13° and 15° south and longitude 171° and 173° west. It comprises the two large islands of Savai'i and Upolu, the small islands of Manono and Apolima, and several islets lying off the coasts. The total land area is about 1,130 square miles, of which 700 square miles is in Savai'i and between 420 and 430 square miles 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. in Upolu and 6,094 ft. in Savai'i. Samoa is still an area of active vulcanism, and in Savai'i large areas of previously cultivated land were covered by lava during the most recent period of activity of the volcano Matavanu between 1905 and 1911.

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

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

The large area laid waste by lava-flows in Savai'i is a primary cause of that island's supporting only between a quarter and a third of the population of the Territory, despite its greater size than Upolu. At the time of the last census, in 1945, the figures (for Samoans only) were: Upolu, 43,768; Savai'i, 18,654. At 31st March, 1949, the total population was estimated at 75,381. Of this total, 69,426 were Samoans, 5,406 were persons of part-Samoan blood possessing European status, and 297 were full Europeans (mainly New Zealanders connected with the Public Service, commercial organizations, or the missionary societies).

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

The Samoans have long been converted to Christianity, and their religious affiliations as indicated by the census of 1945 were:—

	Per Cent.		Per Cent.
London Missionary Society ..	58·7	Latter Day Saints ..	3·7
Roman Catholic Mission ..	18·9	Samoa Congregational Church	0·9
Methodist Mission ..	17·0	Seventh Day Adventist Mission	0·8

The pattern of settlement is a relatively simple one. The great majority of Samoans live in villages, and these, with very few exceptions, are situated on the coast or on rivers with easy access to the sea. The only town is Apia, the political capital and commercial centre of the Territory, situated on the north coast of Upolu. The town stretches along the shores of Apia Harbour, encircling what were formerly several separate Samoan villages. Apia, with immediately adjacent villages, has a population of about 10,000. The great majority of persons of European status live in or about Apia.

Economically, Samoa is a predominantly agricultural country. The village communities maintain a largely subsistence economy, based on agriculture and fishing. The principal exports are copra, cocoa, and bananas. The only secondary industry of significance in the export trade is the manufacture of desiccated coconut. The Territory has also useful forest resources. They are limited in extent and variety, but in recent years they have been more carefully examined. There are no known deposits of commercially valuable minerals.

For more than a century Samoa has been in continuous contact with the western world. Socially, and, to some extent, economically, Samoan society has been able to absorb the external influences to which it has been exposed. The Church has become an integral part of village life. For almost the lifetime of the oldest men and women now living the villagers have been cutting copra to support their Church and pay for their purchases at the trading-station. Politically the transition has been far less smooth. For a variety of reasons, Samoa failed to obtain internal political unity such as that established in Tonga and various other parts of the Pacific. Samoan society does not readily accept the dominance of a single leader, and the scale and intensity of commercial and political rivalries among the western intruders ensured that every tendency to division would be exploited to the full. A Samoa Kingship was established under western influence; but it quite failed to build up an effective Administration. Germany, Great Britain, and the United States obtained privileges for themselves and for their nationals. They were granted the right to establish coaling-stations and to bring Europeans under a form of extra-territorial jurisdiction.

Internal intrigue, and jealousy among the representatives of the interested Powers, reached its climax in 1889. In that year the Powers signed the treaty known as "The Final Act of the Berlin Conference on Samoan Affairs." Samoa was declared neutral and independent and Malietoa Laupepa was recognized as King. The Samoan Government was provided with a Supreme Court, with most extensive jurisdiction, presided over by a European Judge. And 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 16th February, 1900, it was agreed that the United States should annex Eastern Samoa (including the fine harbour of Pago Pago), while Germany acquired Western Samoa (including the Town of Apia and the important plantation properties of the Deutsche Handels- und Plantagen-Gesellschaft). Great Britain withdrew from the group in return for the recognition by the other Powers of certain of her asserted rights in other parts of the Pacific.

Germany administered Western Samoa until 29th August, 1914, when the Territory was occupied by New Zealand Military Forces. After the end of the war, on 7th May, 1919, the Supreme Council of the Allied Powers conferred on the British Crown on behalf of the New Zealand Government a mandate for the administration of Western Samoa. By the Samoa Act, 1921, New Zealand made provision for a civil Administration to replace the wartime military regime.

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

In the latter year the New Zealand Government sent a "Good-will Mission" to Samoa. It reached agreement with the leaders of the Mau, who thereupon re-entered political life. During the three years which followed, various preliminary steps were taken towards making the Samoan Administration more effectively representative. The participation of New Zealand in war in 1939 then restricted further advancement.

The present phase in Samoan political development dates from two events: the visit of the Prime Minister of New Zealand to Samoa in December, 1944; and the approval of the Trusteeship Agreement by the General Assembly of the United Nations in December, 1946. On the former occasion the Prime Minister met the Legislative Council and the Fono of Faipule and declared his sympathy and support for Samoan aspirations for political advancement. On the latter, New Zealand formally committed itself to promote development towards self-government.

In accordance with New Zealand policy, the representatives of the Samoan people were consulted as to the terms of the draft Trusteeship Agreement. They declared that they recognized that the agreement marked a considerable advance on the terms of the former mandate, and they expressed their 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 that, instead, Samoa be granted self-government, with New Zealand remaining as advisor 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 Government been willing to agree to such a proposal. It was therefore agreed with the Samoan representatives that the Trusteeship Agreement should be proceeded with, but that a petition containing their opinions should be forwarded to the Secretary-General of the United Nations through the New Zealand Government. This was done in January, 1947; the terms of the petition had already been informally communicated to the Sub-committee on Trusteeship by the New Zealand delegate in November, 1946. The petition was duly considered by the Trusteeship Council on 24th April, 1947, and, on the invitation of the New Zealand delegate, it was resolved to inquire into the matter on the spot. In July a Mission, led by the President of the Trusteeship Council (Mr. Francis B. Sayre), arrived in Samoa. It was accompanied by a representative of the Prime Minister and the Secretary of Island Territories, who, like the Administrator and local officials, made themselves available for constant consultation.

On 27th August, 1947—just before the Mission left Apia—the New Zealand Government's proposals for political development in Samoa were outlined in a statement in Parliament by the Deputy Prime Minister. The Mission published its report in October, 1947, and it was considered by the Trusteeship Council in the following month. The recommendations of the Mission were found to be closely in line with New Zealand policy. The first stage in the implementation of the new proposals was taken with the passing of the Samoa Amendment Act, 1947, by the New Zealand Parliament on 25th November, 1947. The Act came into force on 10th March, 1948.

The Act provided for the constitution of a Council of State, composed of the High Commissioner (as the Administrator would henceforth be called) and the Fautua. This was to be an advisory body with which the High Commissioner would discuss all proposed legislation and questions involving Samoan custom. It also provided for the replacement of the Legislative Council by a Legislative Assembly composed of the members of the Council of State, eleven Samoan members elected by the Fono of Faipule, five representatives of the community of European status elected under adult suffrage, and six official members. The new Assembly was given complete control of finance and wide legislative powers. During the year under review both the Council of State and the Legislative Assembly have begun to perform an increasingly full part in the government of the Territory.

Among the most important events of the year 1948-49 have been the following :—

- 3rd April, 1948 : Election of the Samoan members of the Legislative Assembly by the Fono of Faipule. The election of ten of those returned was confirmed on 28th April. The remaining member, though of Samoan status, possessed German nationality, and was thus considered technically ineligible for office; he became a naturalized British subject, and his election was confirmed on 6th June.
- 28th April, 1948 : Election of the European members of the Legislative Assembly.
- 1st June, 1948 : Flag Raising Day. The newly authorized flags of Samoa—the New Zealand flag and the Samoan flag flown conjointly—were raised for the first time at a ceremony attended by all sections of the population. The Prime Minister of New Zealand, the Right Hon. P. Fraser, had planned to be present on this occasion and for the opening of the new Legislative Assembly, but quarantine restrictions in Samoa, owing to an outbreak of poliomyelitis in New Zealand, compelled the abandonment of his visit.
- 2nd June, 1948 : The opening of the first session of the Legislative Assembly by the High Commissioner.
- 13th July, 1948 : The Governor-General of New Zealand, Sir Bernard Freyberg, arrived on H.M.N.Z.S. "Bellona" on an official visit. He remained in the Territory till the 16th.
- 4th to 5th October, 1948 : The Governor of American Samoa and a party of his senior officials paid a visit to the Territory.
- 9th December, 1948 : The High Commissioner and senior officials left on an official visit to American Samoa. They returned on the 12th.
- 14th January, 1949 : The Secretary of Samoan Affairs, Mr. F. J. H. Grattan, left Samoa *en route* for the United States to attend the fourth session of the Trusteeship Council as Special Representative. He returned on 11th March.
- 23rd February, 1949 : Lieutenant-Colonel F. W. Voelcker left the Territory on the completion of his term of office. Lieutenant-Colonel Voelcker assumed office as Administrator in March, 1946; he became the first holder of the office of High Commissioner when the Samoan Amendment Act, 1947, came into operation on 10th March, 1948.
- 1st March, 1949 : Mr. G. R. Powles arrived on H.M.N.Z.S. "Hawea" to assume the High Commissionership.
- 3rd to 7th March, 1949 : The permanent members of the Research Council of the South Pacific Commission visited the Territory.

During the year the Territory has been visited by a number of senior officers of the New Zealand Public Service. Three officers of the New Zealand Education Service paid extended visits in connection with proposed educational developments. These were Mr. T. A. Fletcher (Chief Inspector of Maori Schools), Mr. G. Tovey (Supervisor of Arts and Crafts), and Mr. F. R. J. Davies (Officer for Islands Education). Mr. A. D. Small (a Chief Inspector of the Land and Income Tax Department) was in Samoa in January and February, 1949, to report on the taxation system.

B. STATUS OF THE TERRITORY AND ITS INHABITANTS

STATUS OF THE TERRITORY

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

New Zealand jurisdiction over Western Samoa has its origin in the decision of the Supreme Council of the Allied Powers on 7th 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 17th 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 is the Samoa Amendment Act, 1947, remain the foundations upon which the legal and political structure are built.

The administration of the executive government is entrusted to a High Commissioner, who is appointed by the Governor-General and responsible to the Minister of Island Territories. He is assisted and advised in the performance of certain of his duties by the Council of State over which he presides. Its other members are the holders of the office of Fautua. Full legislative power is conferred upon the Legislative Assembly of Western Samoa, except in respect of a limited range of subjects. These include defence, external affairs, laws "affecting the title of His Majesty to any land," and certain parts of the Samoa Act, 1921, and its amendments. The last provision serves, *inter alia*, to prevent the Legislative Assembly from making laws changing the constitution. In addition, there is the restriction that Bills imposing a charge on public revenues, altering the manner in which public funds shall be spent, or seeking to impose, amend, or abolish taxes shall not be passed except with the consent of the High Commissioner. 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 THE INHABITANTS

The legislation defining the status of the inhabitants of Western Samoa is complex, and in some respects unsatisfactory. The Samoan Government hopes to amend it and to consolidate it; but amendment raises a number of questions which need careful consideration by representatives of those who may be affected by changes, before action is taken. In respect of certain parts of the municipal law of the Territory the inhabitants are divided into the two categories of "Samoan" and "European." Their nationality affecting their rights outside the Territory is that of British protected persons, nationals of some sovereign State, or Stateless persons. The two classifications—that of municipal status and that of nationality—are related, but they are by no means coincident.

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

A European may have acquired his 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 Samoans whose male ancestors have not been more than three-quarters Polynesian are classed as Europeans. Further, any person who is deemed or declared to be a Samoan may petition the High Court for inclusion in the Register of Europeans if he is not of pure Polynesian descent. For such a petition

to be granted the Court must be satisfied that the petitioner is above a specified age (eighteen years for males, fourteen for females), that he can read English, and that his registration as a European is in his own interest.

The Court has declared a total of 548 former Samoans to be Europeans and 36 Europeans to be Samoans. During the year 1948-49 3 Samoans have been declared Europeans and 6 Europeans have been declared Samoans.

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

A Samoan may not--

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

A European may not--

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

The national status of the great majority of Samoans is that of British-protected persons. Following the recent reorganization of the nationality laws of the British Commonwealth, it is intended to change this by Order in Council, under the British Nationality and New Zealand Citizenship Act, 1948, to that of New-Zealand-protected persons. This proposed change is in accordance with the expressed wish of Samoan representatives. There are two small classes of Samoans whose status differs from that of the majority. The first of these consists of Samoans who have acquired British nationality by naturalization. The number of certificates of naturalization issued to Samoans up to 31st March, 1949, was 54. The second class consists of former Europeans who acquired Samoan status by declaration of the High Court. They retain the national status which they possessed as Europeans.

The national status of Europeans is dependent upon the nationality of a direct male ancestor, from whom, in the great majority of cases, they derive their European status. Thus there are considerable groups of Europeans of British, American, German, and Chinese nationality, and smaller numbers who are nationals of many other States. Many Europeans, however, do not retain their full rights of nationality, and may, indeed, have become Stateless persons. Nationality laws in most cases lay down that those who acquire nationality by descent must take some positive step to assert their rights. In some cases, even those whose nationality derives from birth may lose it if they fail for a long period to register with a consulate or take some similar action. In addition it is now possible for an inhabitant of the Territory to claim European status by virtue of non-Samoan descent on the female side. In such circumstances the national status of the person concerned would be that of a Samoan. Europeans, like Samoans, can apply for naturalization as British subjects. Up to 31st March, 1949, 99 certificates had been granted to persons of European status.

The present position is a complex one and is under constant examination by the administering authority. The Trusteeship Council will be advised in subsequent reports of proposals for a solution of this problem.

National status is not, in general, 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. A register of adult Europeans is kept in connection with elections; and the registration of births and deaths is compulsory. This latter work is carried out for Samoans by the pulenu'u of each village, and for Europeans by the Postmaster.

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

C. INTERNATIONAL AND REGIONAL RELATIONS

INTERNATIONAL RELATIONS

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

The most important convention applying to the Territory is, of course, the Trusteeship Agreement. This was approved at New York on 13th December, 1946. As is shown elsewhere in this report, the New Zealand Government has accepted fully the responsibilities and opportunities which the inclusion of the Territory within the scope of the trusteeship system provides. The New Zealand Government is also co-operating fully with the other organs and specialized agencies to the United Nations in respect of Western Samoa. In April, 1947, the Trusteeship Council examined a petition from the representatives of the Samoan people, and at the invitation of the New Zealand Government sent a Mission to the Territory.

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

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, the Western Pacific High Commission, and the Government of Tonga on 7th September, 1946. 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 Administrations 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.

South Pacific Commission

An agreement establishing the South Pacific Commission was made between the Governments of Australia, France, Netherlands, New Zealand, United Kingdom, and the United States of America in 1947. The object of the Commission is to assist the Governments concerned with the promotion of the social and economic interests of the peoples of the South Pacific territories which they control. Up to the present the Commission has been concerned with establishing its headquarters at Noumea and acquiring suitable staff for the performance of such duties as may be decided upon. Such an establishment offers many advantages for the Territory of Western Samoa, both by the availability of expert officers and the pooling of research activities and information. A meeting of the Commission is set down for May, 1949, and it is anticipated that at that meeting a wide programme of research covering agriculture, health, social advancement, and economic development will be adopted for the ensuing year.

In addition to these functions, the Commission has arranged for a conference of the indigenous peoples of the area to be held in Fiji in April, 1950. It is proposed that at this conference problems affecting the peoples of the whole area will be discussed, and the proposed agenda includes the following items: Public health, social development, and economic development. Representatives to the conference will be selected by the Samoans.

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.

D. INTERNATIONAL PEACE AND SECURITY: MAINTENANCE OF LAW AND ORDER

INTERNATIONAL PEACE AND SECURITY

No obligations with respect to the Territory have been undertaken by the New Zealand Government towards the Security Council.

MAINTENANCE OF LAW AND ORDER

Major crime is rare in Samoa. There were during the year 2 convictions for murder, but none of attempted murder or manslaughter. The only prevalent offence against the person was common assault, of which there were 110 convictions (99 against Samoans and 11 against Europeans). The commonest of all offences was theft, of which there were 284 convictions. Traffic offences, such as overloading of vehicles, and obstruction (principally "sitting on the road") are also common, but are decreasing. Traffic officers have been able to affect considerable improvements in the manner in which motor-vehicles are operated; and the work of the police, in conjunction with the increasing volume of traffic, has made road-sitting less popular than it was.

The maintenance of law and order is entrusted to the Department of Police and Prisons, under the administrative control of the Inspector of Police. 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 Inspector of Police is in charge of the fire brigade. The personnel of the Department at the end of the year was as follows:—

	Europeans.	Samoans.	Total.
Inspector	1	..	1
Sub-Inspector	1	..	1
Gaoler	1	..	1
Senior Sergeants	3	..	3
Sergeants .. .. .	..	3	3
Corporals .. .. .	..	4	4
Constables	2	34	36
Warders (male) .. .. .	..	12	12
Warders (female) .. .. .	..	2	2
Messengers .. .. .	..	8	8
Clerks	2	1	3
Traffic Inspectors	2	1	3
Totals	12	65	77

The main body of the force is stationed at Apia. In addition to the gaoler and the warders, a sergeant and a corporal are assigned to the prison at Vaimea and the prison farm at Tafaigata. There are two out-stations in Upolu. One is at Lalomanu, in the Aleipata district: the other is at the Faleolo Airport. Each is staffed by one constable. In Savai'i there is a force composed of one sergeant and one corporal, six constables, and four messengers. Their headquarters are at Tuasivi, where they are under the command of the Resident Commissioner. One of the constables is normally stationed at Fagamalo, twenty miles to the north of Tuasivi.

There have been no instances of collective violence or disorder during the year under review.

Firearms, Ammunition, and Explosives

A strict control is maintained over the import and possession of firearms, ammunition, and explosives. The relevant statistics for the year are as follows:—

Firearms: Licences issued to registered holders—

Shotguns	1,049
Rifles	105
Pistols	9

Ammunition: Imports during the year

Shot cartridges	224,000
Rifle and pistol cartridges	12,100

E. POLITICAL ADVANCEMENT

GENERAL ADMINISTRATION

The year under review has been one of exceptional importance in the political advancement of the Territory. The Samoa Amendment Act, 1947, came into force on 10th March, 1948. The Act made certain formal changes which had become necessary as a result of the replacement of the former mandate by the Trusteeship Agreement; but its most important clauses provided for the implementation of proposals contained in the New Zealand Government's statement of policy on 27th August, 1947, and recommended in the United Nations Mission's report in October, 1947. These proposals were concerned with making the Government of the Territory more fully representative, as the first step towards eventual complete self-government. The Act provided that the title of the New Zealand representative, and executive head of the Administration, should be changed from Administrator to High Commissioner, to emphasize the changed conception of New Zealand's relation with Samoa. A Council of State was constituted composed of the High Commissioner and the Fautua. This was an advisory body discussing important matters of policy and all questions involving Samoan custom. A radical change was made in the disposition of legislative power. The former Legislative Council, with an official majority, was replaced by a Legislative Assembly, with a Samoan and elected majority. Under the old constitution the Administrator had made laws "with the advice and consent of the Legislative Council"; under the new constitution the Legislative Assembly was itself the enacting authority. The scope of the legislative power of the old Council had been severely limited by its inability to override New Zealand legislation affecting Samoa; that of the new Assembly was specifically widened to include the power of overriding New Zealand legislation, except in regard to certain reserved subjects.

Both the Council of State and the Legislative Assembly have begun to function fully during the year 1948-49. In themselves they provide the principal means by which the other proposals for political, social, and economic advancement announced in 1947 can be carried out. It thus becomes necessary to explain in greater detail the working of the present political and administrative system.

LEGISLATIVE AND EXECUTIVE CONTROL

The High Commissioner and the Council of State

The administration of the executive government is entrusted to the High Commissioner, who is appointed by the Governor-General of New Zealand and responsible to the Minister of Island Territories. He also acts as President of the Council of State and of the Legislative Assembly.

The former body is composed of the High Commissioner and the Fautua. Appointment to the office of Fautua is made by the Governor-General, who invites the Samoan members of the Legislative Assembly and the Fono of Faipule to submit recommendations. The office itself is a relatively recent one—it was instituted by the Germans in 1912—but it gives recognition to the acknowledged place as representatives of the Samoan people of the heads of certain eminent families. At present there are two Fautua, Tamasese and Malietoa, the representatives of the two royal lines of the Tupua and the Malietoa. As members of the Council of State, and in other ways, they give full-time service in the performance of multifarious public duties. During the year a system of regular meetings was gradually evolved. By the end of the year the Council was ordinarily meeting once a week. The Secretary to the Administration is normally present at meetings to provide information, but he is not a member and does not vote.

The Legislative Assembly.—The Legislative Assembly is composed of the members of the Council of State—eleven Samoan elected members, five elected European members, and six official members. The High Commissioner, as President, has no deliberative vote, but he has a casting vote. The other members of the Council of State have the voting powers of ordinary members.

The right of electing the eleven Samoan members has been conferred on the Fono of Faipule. This system of indirect election has been adopted for reasons similar to those which have dictated the use of a like method in dependent territories in many other parts of the world. It accords with existing Samoan opinion, and it provides an opportunity for the return to the Legislature of men who are not merely important local figures, but who have the sort of experience to enable them to take a positive and constructive part in political life. No conditions have been imposed by law as to the manner in which the Faipule shall exercise their right, but the number of Samoan elected members was fixed at eleven to enable them to provide for the separate representation of each of the eleven traditional districts if that should be their wish. In the first election under the new constitution the members were actually chosen in this way.

The European members are chosen by secret ballot under a system of adult suffrage. All adults possessing European status who are resident in the Territory are eligible to vote, regardless of nationality. At the first election under the new constitution, held on 28th April, 1948, there were 1,014 names on the roll, and 819 electors cast their votes. This represents a poll of 81 per cent. Interest in the election was much greater than on previous occasions, there being eleven candidates for the five seats. Public meetings, fly-sheets, and the new broadcasting-station were all used by the various candidates to expound their policy to the electorate.

Meetings of the Assembly are summoned by the High Commissioner. Between the first meeting in June, 1948, and March, 1949, five sessions were held. They extended over the following periods respectively: 2nd to 9th June; 29th June to 10th July; 23rd to 27th September; 29th October to 5th November; 15th to 21st December. The Assembly sat on twenty-five days. The Budget was passed in the session beginning on 29th June; and supplementary estimates were dealt with in the session opening at the end of October. Eight Ordinances were passed during the year (a list of them is given in Appendix IV).

In addition to attending the formal sittings of the Assembly, members spend considerable time in service on Committees. Four standing Committees of the Assembly were appointed during the second session. They are the Finance Committee, the

Health Committee, the Public Works Committee, and the Education Committee. Each Committee is composed of three Samoan members, one European member, and one official member of the Assembly. By study in detail of the problems of policy and administration in their respective spheres they are able to give valuable guidance to the Assembly. In addition, they are regarded as a particularly important means of giving elected members an opportunity of gaining the experience necessary before they assume a greater degree of political responsibility.

The Fono of Faipule.—The Fono of Faipule was formed in 1905 by the German Administration of Western Samoa to provide a link between the Governor and the people of the outer districts. Its members were regarded as Government officials. Their duties were to attend two sessions of the Fono each year at Mulinu'u to give advice to the Governor and, between sessions, to act as Government representatives in their own districts. Under New Zealand administration the Fono of Faipule was continued and for the first time it was given statutory recognition.

At present the Fono has forty-one members representing territorial constituencies based on the traditional districts and sub-districts of Samoa. Each constituency returns one member, who must be supported by a majority of the matai (title-holders) in the constituency to secure election. The franchise is confined to the matai, who constitute a little over 20 per cent. of the males over fourteen years of age, or about one in four of adult males. The maintenance of this restriction does not indicate that either the administering authority or the Government of Western Samoa have not given consideration to the introduction of universal suffrage, as suggested by the Trusteeship Council at its fourth session. It indicates their realization, on the contrary, that the introduction of universal suffrage at this stage would be incompatible with that respect for Samoan culture to which they are equally urged by the Trusteeship Council—a respect which they have always shown. The average Samoan still regards his matai as his proper representative in matters outside the family. To set this conviction at defiance, by the sudden introduction of adult suffrage, would not be to make the Fono of Faipule more representative, but less so. But it is realized by all concerned, including many Samoan leaders, that this situation is gradually changing, and will change still more. Economic and social changes are providing new opportunities for individuals to obtain distinction and the recognition of their right to participate in public affairs. The franchise will inevitably become more general. When the time comes for a change to be made, the administering authority will certainly not be found to be antagonistic to it; and it is considered that the Samoans themselves will gradually adopt this view. Faipule election procedure is regulated not by New Zealand legislation, but by local Ordinance. It is within the competence of the Samoan representatives to initiate a proposal for amendment whenever they wish to do so.

ADMINISTRATIVE ORGANIZATION

Control

By the Samoa Act, 1921, there was established a Samoan Public Service. At present the Service is under the control of the New Zealand Public Service Commission, which has power to recruit, appoint, and determine the grading and promotion of officers, as well as the powers of inspecting Departments and exercising disciplinary functions. Part of its authority is delegated to the Secretary to the Administration, who normally selects local appointees, and makes recommendations in regard to the status and salaries of serving officers.

This system has provided an impartial, if somewhat remote, form of control. But with the emphasis which present policy places on the development of autonomy, it has been agreed that control should be transferred to an authority in more intimate touch with the work of the administration. For this purpose legislation has been prepared to provide for a separate Samoan Public Service Commission. This body will

assume in Samoa the functions now entrusted to the New Zealand Public Service Commission and it will, in addition, be specially charged with the duty of working out methods of advancing locally recruited officers to more responsible positions.

Members of the Service are conveniently divided into three main groups: New Zealand seconded officers; locally recruited European (usually part-Samoan) officers; and Samoan officers. The numbers in each group at 31st March, 1949, were as follows:—

Department.	Seconded Officers.	European Officers (Local and Other).	Samoan Officers.
Government House	2	..	1
Secretariat	2	11	1
Samean Affairs	2	5	20
Treasury and Customs	4	18	6
Justice, Labour, and Public Trust	2	8	1
Broadcasting	2	8	1
Education	22	28	403
Health	13	18	209
Lands and Survey	2	5	2
Postal	2	10	6
Public Works	4	7	13
Radio	5	9	19

The figures for European officers (local and other) represent mainly locally recruited officers of European status, but they also include a number of officers recruited outside the Territory who are **not** members of the New Zealand Public Service on secondment.

In many branches of the Public Service the division between locally recruited European officers and Samoan officers has no administrative significance. Clerks, radio operators, draughtsmen, translators and interpreters, typists, office-assistants, and telephone-exchange attendants are employed under the same conditions and paid the same salaries, whether they are Samoans or Europeans. The number of public servants in these classes at 31st March, 1949, was 135. Of this total, 81 positions were held by Europeans and 54 by Samoans. Salary scales for these officers were as follows:—

ANNUAL SALARIES, INCLUDING COST-OF-LIVING ALLOWANCE

Males (Clerks, Radio Operators, Draughtsmen).	Females (Typists, Office-assistants, Exchange Attendants).
£	£
65	65
95	95
105	105
125	125
145	145
175	160
200	185
220	195
255	215
275	230
295	255
320	275
350	290
375	305
410	335
430	} Typists only.
445	
465	
480	

There are efficiency bars at the figures shown in italics. The passing of these is dependent in certain cases upon passing professional examinations. The point on the scale at which the individual officer starts is dependent upon qualifications.

A small number of male officers holding senior positions receive salaries considerably in excess of the highest figure shown on the scale.

In the Health Department, the Education Department, and the Department of Police and Prisons there are separate salary scales for Samoan and European professional and technical officers. In the Education Department uncertificated European teachers receive the same salaries as those shown above for clerks, typists, &c. Samoan School Inspectors and teachers (who have received special training) receive the following salaries :—

SALARY SCALES OF SAMOAN SCHOOL INSPECTORS AND TEACHERS (INCLUDING COST-OF-LIVING ALLOWANCE)

School Inspectors.	Year.	Male Teachers.	Year.	Female Teachers.
£		£		£
145	1	51	1	51
155	5	75	5	63
175	10	115	10	78
185	15	127	15	97
200	..	..	..	..
215	..	..	..	..
230	20	175	20	115
255	..	..	..	..
270	23	215	23	133
			25	145

Teachers' salaries are shown for selected years only. They are subject to regular annual increments. The Samoan Senior Inspector of Schools receives a salary higher than the highest figure on the scale for Samoan Inspectors. Samoan teachers receive a house and a supply of food from the village in which they are teaching.

In the Health Department there are special scales for a number of classes of Samoan officers, including Samoan medical practitioners, dental officers, pharmacists, bacteriologists, dispensary and laboratory assistants, and nurses. The salary scale for Samoan medical practitioners may serve to illustrate the general position. As at 31st March, 1949, it was as follows: £175, £195, £215, £235, £260, £270, £285, £300, £315, £335 (these figures include the cost-of-living allowance). The scale makes provision for the payment of salaries above £335 to officers who have obtained further training and been appointed to certain positions of special responsibility.

The salaries of New Zealand seconded officers are based on their grading and seniority in the New Zealand Public Service. In addition to their basic New Zealand salaries they receive a cost-of-living allowance and, in certain cases, a tropical allowance and a positional allowance. The cost-of-living allowance is £60 per annum single and £120 per annum married. Tropical allowance is paid at the rate of £30 per annum for single officer, £60 per annum to a married man, and £90 if married with one or more children. The allowance payable is reduced by £1 for every £5 that basic salary rises above £460, so that it is extinguished for a single man when his salary reaches £610. A positional allowance is paid to certain officers, such as heads of Departments, when their status and responsibility in Western Samoa are much in advance of those associated with their New Zealand grading.

Recruitment and Training

Vacancies in the Samoan Public Service which it is hoped to fill locally are advertised in the daily leaflet of press news issued by the Government and made known in any other suitable ways. Appointments for which it is necessary to seek candidates in New Zealand or elsewhere are handled by the New Zealand Public Service Commission. The vacancies are announced in the *Public Service Official Circulars* and generally advertised also through the press.

Training before entry upon duties in the Samoan Public Service is given to certain groups of professional officers. The Samoan medical practitioners are all men who have previously held scholarships to the Central Medical School at Suva, Fiji. Similarly, all Samoan entrants to the teaching profession now pass through the Teachers' Training College at Malifa. Samoan dental officers and nurses receive training at the Apia Hospital. Most other groups of officers (including clerks and typists) have been required to obtain the necessary training for themselves before appointment. This situation is at present in the course of being modified as a result of the scholarship scheme, by which Samoans and local Europeans have since 1945 been sent to New Zealand at the expense of the New Zealand Government for education. Some of the scholars have now left school and are being trained in New Zealand for a variety of positions in the Samoan Public Service.

There has been an increase in the last few years in the number of serving officers who have gone to New Zealand to gain wider experience or special training. In some cases they have gone merely for a few months' leave and obtained temporary positions—as teachers, or clerks, or typists—with the encouragement of the Public Service authorities. In a few cases they have used their leave to obtain instruction in technical aspects of their work. In others, however, officers have remained away for a year, or even two years or more, learning to understand fully the workings of the New Zealand Courts, or schools, or Government Departments.

The one aspect of training where the record is of but slight activity is that relating to New Zealand officers in Samoa. Owing to the relatively small number of positions available (especially at the senior levels), the New Zealand Government has not been able to form any special service from which positions in the Island Territories under New Zealand administration can be filled. This has not, perhaps, led to any major difficulties as regards some professional officers. Their specialized training is as relevant to work in Samoa as to work in New Zealand, and for such officers a short period of service in Samoa in the middle of a career spent mainly in the very different environment of New Zealand need not be an ineffective or inefficient arrangement either for the officer or the Public Service. The situation is rather different for officers in administrative positions. For them an understanding of Samoan society and a capacity for adaption are of fundamental importance. The building-up of a body of New Zealand officers possessing these qualities depends both on an adequate system of recruitment and some form of preliminary training. In neither respect has it so far been possible to find a satisfactory solution. New Zealand officers are recruited from the ordinary branches of the New Zealand Public Service. It is not easy to induce men of the right ability to volunteer for secondment for three years from the service in which they have decided to make their career; nor is it easy to persuade heads of Departments to agree to the loss of responsible or promising members of their staffs. When recruits are obtained they are sent immediately to the Territory to take up their appointments. Often, by their own ability, they acquire a useful understanding of the special problems of Samoan administration in the course of their work. But the system is too haphazard and the proportion of failures too high. The first preliminary steps towards a solution can, however, be perhaps recorded. The Department of Island Territories is adding to its establishment, as opportunity offers, men who have achieved success in the islands and

others of high educational attainment who may, after a period of service in the Department, be posted to Samoa in a state of greater awareness of the work ahead of them than that possessed by most of their predecessors.

THE DEPARTMENTAL STRUCTURE

The work of the executive government is carried on, under the High Commissioner, by a number of Departments. The general work of co-ordination of policy is carried out by the Secretariat, associated in certain matters with the Department of Samoan Affairs. This dualism in the realm of central control is of the usual kind found in territories in which a western system of government is functioning in a society where cultural patterns of non-European origin continue to guide much of the thought and action of the mass of the inhabitants. The Secretariat represents the apex of a modern type of administrative structure; the Department of Samoan Affairs links the administration with Samoan society. The Department of Samoan Affairs is, like the Secretariat, in direct contact with the High Commissioner in a way in which the functional Departments are not. The Secretary of Samoan Affairs is necessarily, like the Secretary to the Administration, an advisor to the High Commissioner on matters of general policy, and not merely on those matters which relate to his own Department. The structure of the Administration is shown in Appendix II.

The principal functional Departments are the following: Broadcasting, Education, Health, Justice, Lands and Survey, Police and Prisons, Postal, Public Works, Radio, Treasury, and Customs. The work of the functional Departments is discussed in other parts of this report. Here the two Departments concerned with general policy will alone be described.

The Secretariat

The Secretariat is headed by the Secretary to the Administration. Since the end of the year under review his position as the officer primarily responsible for co-ordinating the executive activities of government has been emphasized by the appointment of a joint Secretary-Treasurer. In his capacity as Treasurer he will be responsible for directing the broad lines of financial administration and for advising the High Commissioner on financial policy, but not for the detailed administration of the Treasury and Customs Department.

All correspondence of the Samoan Government with the Department of Island Territories and with any outside agencies is carried on through the Secretariat. Similarly, the heads of all branches of the local Administration communicate with the High Commissioner through the Secretary, and they are required to forward to the latter periodical reports on the work which their offices have undertaken. The Secretariat is responsible for administrative work connected with the Legislative Assembly; it provides its clerk and the reporters of its debates and arranges for the publication of its proceedings. The office is responsible for the publication, also, of the *Western Samoa Gazette* and for the production of the daily sheet of press news. It maintains the principal record system of the Government.

All questions of personnel are handled by the Secretariat, under the authority of the New Zealand Public Service Commission.

The Department of Samoan Affairs

The Department of Samoan Affairs is under the control of the Secretary of Samoan Affairs. It has its headquarters at Mulinu'u, the traditional capital close to Apia. Regional and village administration in the island of Upolu is handled direct from Mulinu'u. In Savai'i the Department is represented by a Resident Commissioner stationed at Tuasivi. As the Department is the principal channel of communication between the Government and the people of the villages in political and general administrative matters, its procedure takes close account of traditional Samoan political forms and practices.

To enable any Samoan, regardless of rank, to place his requests or grievances before the High Commissioner personally, a regular period is set aside each Wednesday morning when the High Commissioner is present at the Head Office of the Department to receive Samoan visitors. The Department also keeps in touch with the people through the Fono of Faipule, whose elections it supervises and whose meetings it organizes. It also acts as the Registry of the Land and Titles Court, which has jurisdiction in relation to the possession or use of or entry on any Native land, the holding or using of any Samoan name or title, or the exercise of any right or the doing of any act, matter, or thing concerning or affecting any Native land or any Samoan name or title. The Department publishes and distributes through the system of Samoan district messengers under its control a gazette in the vernacular, which is also employed from time to time for the dissemination of items of general or particular interest.

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

The number of pulenu'u is 200. In a few very large villages social subdivisions have been recognized by the appointment of two pulenu'u. The pulenu'u acts as the representative of the Government, and more directly of the Department of Samoan Affairs, in the village. Certain of his duties are based on specific legislative provisions, but most are matters merely of administrative practice. He promulgates and administers the law of the Territory in regard to such matters as the registration of births and deaths, the cleanliness and order of the village, the control of live-stock, and the burial of the dead. He may report breaches of the peace to the District Judge. Further, he co-operates with the chiefs and orators of his village in all village matters such as the reception of official visitors, co-operation with officers of Government Departments (such as Medical, Education, and Public Works Departments), and with the village women's committee.

LAW AND JUDICIAL ORGANIZATION

Law

The Samoa Act, 1921, laid down the basis of the private, as well as the public, law of the Territory. It provided that the law of England as existing on 14th January, 1840—the year in which British jurisdiction was established in New Zealand—should be in force in Western Samoa, subject to various modifications. These included the provision that no action should be brought for an offence at common law, and that Acts of the British Parliament should apply only so far as they were in force in New Zealand at the coming into operation of the Samoa Act. New Zealand statute law was declared not to apply in Western Samoa except where it was specifically made applicable to the Territory. The Samoa Act declared a large number of New Zealand Acts so to apply. A complete criminal code was laid down in the Act, which also provided the law of marriage, divorce, certification and treatment of those of unsound mind, and control of intoxicating liquor. The Act also made many provisions in regard to the ownership and control of land.

Subsequent additions and amendments have been made to the law of the Territory by Acts of the New Zealand Parliament, by New Zealand Orders in Council, and by Ordinances of the Legislative Council and Legislative Assembly. The New Zealand Acts which apply to the Territory in whole or in part are principally those which amend earlier

Acts specifically applied to Samoa by the Samoa Act, 1921, or by subsequent Acts or Orders in Council. Present policy lays emphasis on the need for attaining a more nearly autonomous legal system. New Zealand legislation applying to the Territory will, it is anticipated, gradually be replaced by local Ordinance as circumstances permit.

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

Judicial Organization

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

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

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

The Samoan Associate Judges play an important part in the work of the High Court. One or more of them generally sits on the Bench, with the Chief Judge or the Commissioner presiding. In criminal cases where the defendant is a Samoan, or in civil cases involving Samoans, they take an active part in questioning the parties and their witnesses and in assisting in the framing of the verdict. In cases involving Europeans they may be present, but they take no part in the decision. Recently the Chief Judge has introduced a method of conferring increased responsibility upon them and, at the same time, of lightening the work of the Court. In civil disputes the whole case has been handed over to an Associate Judge, who has conducted the hearing and reported his findings to the Chief Judge. The latter has generally been able to enter judgment in accordance with his Samoan colleague's conclusions. In some instances the Associate Judge has been able to negotiate a settlement between the parties. This procedure marks a useful first step towards giving the Associate Judges a fuller share in the work of the Court. Its further development will be assisted if the Judges are given more precise legal standing in the Court and if the Fono of Faipule is willing more often to permit a Judge to hold office for more than one term at a time.

In more serious criminal cases the High Court employs assessors. Four assessors are appointed by the Court from a panel nominated by the High Commissioner. The panel contains both Europeans and Samoans. The latter are chosen mainly from the ranks of Judges and former Judges. When the defendant is a Samoan it is usual to include one Samoan assessor among the four. The assessors sit in an advisory capacity with the Judge, who may accept a majority opinion of three of the four assessors so engaged.

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

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

Both the High Court in its higher jurisdiction—when presided over by the Chief Judge or by a Commissioner—and the Land and Titles Court fulfil an important role in the process of government. During 1948–49 the High Court sat under the Chief Judge or a Commissioner on 162 days to hear criminal cases and on 39 days to hear civil actions. The Land and Titles Court sat on 84 days. Detailed statistics of cases heard and of judgments given are contained in Appendix V (a). Although Fa'amasino may not hear a large number of cases in their districts, they do in fact perform a large amount of useful work informally and are often called upon to settle disputes extra-judicially.

F. ECONOMIC ADVANCEMENT

STRUCTURE OF THE ECONOMY

Western Samoa is almost entirely an agricultural country. The main forms of production are of foodstuffs for local consumption and of agricultural crops for export. Fishing is carried on extensively by the Samoans to satisfy their own domestic needs, but commercial fishing is negligible. The processing of export crops is confined almost entirely to the cutting and drying of copra and the fermentation and drying of cocoa beans. The one successful enterprise so far built up for the secondary processing of Samoa raw materials on a relatively large scale is that of the New Zealand Reparation Estates' desiccated-coconut factory. There are two small sawmills—one at Asau, in Savai'i, operated by the New Zealand Reparation Estates; the other in Apia, privately owned. At present their output is absorbed almost entirely by the local market.

In the agriculture of the Samoan village communities the subsistence element is still of fundamental importance. A large part of the land under cultivation by Samoans, and a large part of their working-time, is absorbed in the cultivation of taro, ta'amu, bananas, and other food crops. Pigs and poultry are raised for local consumption; they form an essential article of diet at feasts and when important visitors are being entertained. This subsistence production has been combined for a long time past with production for the export market. Coconuts, which contribute in a multitude of ways to the domestic needs of the people, are even more important as the source of copra, the most important export product of the Territory. In recent years Samoan production is estimated to have accounted for about 85 per cent. of the total copra output of

the Territory. The Samoan share in the production of cocoa (the second export crop in importance) is less great, but it was estimated in 1945 at 41 per cent. of the total. Bananas--the only other major export crop--have been grown very largely by Samoans in recent years; the proportion of the total output of bananas coming from European plantations fell from 41 per cent. in 1937 to almost nil in some of the war years, and rose again only to 12 per cent. in 1946. The improvement of road communications has greatly stimulated Samoan enthusiasm for opening up new land for banana-growing. The main impediment to further expansion is to be found in the lack of adequate shipping facilities to the New Zealand market, which is the only one open to Samoan bananas. During the later war years the effects of the limitations were mitigated to some extent by the production of dried bananas. The process of drying is simple, the resulting product is far less bulky than the raw banana, and for a time there was a ready market, but the gradual return of other dried fruits to the markets has destroyed the prospects of this industry. The quantity of dried bananas exported fell from 83½ tons in 1947 to 20 tons in 1948. Production has now ceased.

Most of this Samoan production of export crops is carried on through the traditional organization of the people. It is production by family groups under the leadership of their matai. Mostly it is carried on on small and often scattered plots of land and by methods of cultivation which could be much improved. An increasing number of Samoans, however, are building up larger, better-organized, and better-managed plantations, comparable with those of Europeans. A few Samoans carry on plantation enterprises in partnership with Europeans, and some have in their employment Chinese labourers to perform skilled operations such as pruning.

European agricultural enterprises range from small holdings such as those at Aleisa Settlement to the highly organized plantations of the New Zealand Reparation Estates. In between there are a number of plantations of considerable size which employ many labourers and, in times of high prices such as the present, return their owners ample incomes.

The New Zealand Reparation Estates control the bulk of the land formerly in the hands of German nationals that came into the possession of the New Zealand Government as reparations at the end of the 1914-18 War. A portion of the land has been disposed of to Samoans, but the remainder--some 75,000 acres--is administered as a single enterprise on behalf of the New Zealand Government. The Estates also hold certain areas on lease. Of the total area administered, a large part (approximately 56,000 acres) is considered unusable. Much consists of deep ravines and precipitous hillsides. A little under 10,000 acres are worked by the Estates directly, and a further area of between 4,500 and 5,000 acres is leased by the Estates to private planters.

The Reparation Estates are maintained as an organization entirely separate from the Government of Western Samoa. They are administered by a General Manager, responsible to the Minister of Island Territories. Profits from the Estates are paid into the New Zealand Consolidated Fund, although, in practice, grants are made to the Samoan Government for social and economic development schemes equivalent to the profits made. The Estates are also an important direct contributor by way of taxation to the Samoan Government. The Estates are by far the most important plantation enterprise in the Territory, in respect both of copra and of cocoa. They maintain the one desiccated-coconut factory and pioneered the transient dried-banana industry. They are the only important raisers of cattle, maintaining some 9,000 head. Of these, about 1,200 are killed annually to provide meat for local consumption; the hides are exported. Their sawmill at Asau, in Savai'i, is attempting to develop the production of fine-grained timbers for cabinetmaking. In addition, by arrangement with the Samoan Government, they manage the banana export scheme. To maintain this organization the Estates have a staff of over 1,500 permanent employees and many hundreds of casual labourers. The development of a dairy-farm is proceeding and will

provide a supply of pasteurized milk and probably later butter for the residents of Apia. The possibility of adding meat-canning to the plan is envisaged. Projects such as this are of importance in the problem of providing a diversification of industries in the Territory.

The almost exclusively agricultural character of production in the Territory creates a corresponding dependence on external sources of supply for all kinds of manufactured goods, as well as for foodstuffs and other raw materials which cannot be produced in the tropics. In proportion to its population and resources, Samoa has a highly developed commercial system concerned with external, as well as internal, trade. This has its centre in the Town of Apia, which is the only port of entry for the Territory. General merchandising is mainly in the hands of a number of firms, a large proportion of which are controlled by the part-European descendants of various nationalities and which have evolved on a common pattern. They deal in all classes of goods—foodstuffs, textiles and clothing, hardware and household requisites of all kinds, stationery and fancy goods, tobacco, drugs, &c. In addition, the larger firms run agencies for shipping and air services, insurance companies, motor firms, &c. They are also exporters of copra and cocoa, from which they derive a large proportion of their total turnover. The firms all have a principal office in Apia, with trading-stations scattered through the villages. A number of them run launches for the collection of produce and distribution of merchandise among their trading-stations. A large share of the total business is in the hands of 4 major firms, which operate 190 trading-stations between them. Two of these are extra-territorial enterprises with head offices in Australia and Fiji respectively. The other 2 are local firms. There are several smaller firms with up to 12 trading-stations each, and a number of independent traders in the villages. The latter either import through commission agents in Apia or use the facilities of one of the firms. The total number of village trading-stations in the Territory is 241. There are no monopolies in the Territory.

Other business enterprises in Apia include a branch of the Bank of New Zealand, a subsidiary company of a large firm of building contractors in New Zealand, transport companies, a cinema company, a printing and publishing firm, and several boarding-houses. In addition, there are a considerable number of small businesses—restaurants, bakeries, butcheries, &c.—and individual tradesmen such as tailors, carpenters, and hairdressers.

GOVERNMENT POLICY AND ORGANIZATION

Government activity in relation to the economic life of the Territory has hitherto been on a relatively restricted scale. For this there have been several reasons. The most important, in relation to the formulation of immediate policy, was the long period of low prices for Samoan products experienced during the 1930's. This necessitated the reduction of public expenditure to the barest minimum. As one result, the Department of Agriculture, which had not been in existence long enough to do more than make a start upon the problems in its field, was abolished. But, more fundamentally, there has been an unwillingness among the people of the Territory to respond to any large measure of governmental intervention in economic life. The Samoans of the villages have been content with their traditional methods of cultivation. The trading firms have wished to be left free to make their own agreements both with the Samoans, who buy and sell at the village stores, and with the overseas merchants with whom they conduct their major business deals.

This situation is changing. The necessity of economic controls in wartime, and the growing practice of bulk purchase of raw materials by overseas Governments, has led to radical reorganization in the conduct of external trade. Internally, the growth of population, the increased participation of the people in a money economy, and the need for increased productivity to support a rising standard of life are all bringing about a

reorientation of policy. Already much has been done indirectly especially through the opening-up of large areas of land as a result of new road-construction. Now the Territory is on the verge of a period of greatly increased action by the Government with the direct purpose of stimulating agriculture and improving its methods. One step that is in process of being implemented is highly significant in this regard. Samoan coconut plantations have long suffered severely from the depredations of the rhinoceros beetle. In the first years of New Zealand administration in Western Samoa a strenuous attempt to overcome the pest was made by requiring both European planters and the men of the villages to make a weekly search for beetles. The scheme made demands upon the people which, in the course of time, they increasingly failed to fulfil. Now a sum of £5,000 a year for five years has been allocated by the New Zealand Government for the development of parasitic methods of control. Other schemes are in process of development. It is intended to carry out an aerial survey of the Territory in the near future. Equally important for the Territory is the agreement of the New Zealand Government to participate in the plan of the Food and Agriculture Organization of the United Nations for a world agricultural census. It is intended that work undertaken in this connection in Western Samoa shall form part of a broader study of the resources and economic potentialities of the Territory. Such investigations will go hand in hand with actual measures to increase production immediately.

In the absence of a Department of Agriculture, direct Government action to improve agricultural methods have necessarily been on a small scale. The New Zealand Reparation Estates have, by example and from the scale on which they operate as employers of labour, shown many Samoans how to perform various agricultural operations, such as the pruning of cocoa-trees. The only Government officers directly concerned with Samoan agricultural production are the Produce Inspector and his staff and the fourteen *pulefa'atoaga* (or Plantation Inspectors). The latter are elected, part-time officials, each in charge of a district. They are under the administrative supervision of the Samoan Affairs Department. Their duties include encouragement of the people in rhinoceros beetle collecting, keeping their gardens clean and healthy, replanting at proper intervals, &c. In practice, little activity has been shown in recent years, but the Samoans are again interesting themselves in the re-establishment of a Department of Agriculture.

The export of bananas has been under Government control since 1928. The bananas are brought from the growers, graded by the Produce Inspector and his staff, and sold to the New Zealand Internal Marketing Division at fixed f.o.b. prices. In the cocoa trade the Government confines its activity to the supervision of grading and the regulation of prices paid by the merchants to the producers. The cocoa has in recent years been sold on the world market by the merchant firms or the New Zealand Reparation Estates in accordance with allocations agreed to by the International Emergency Food Council. Allocations by the Council have ceased since the 31st March.

Copra has been sold since 1942 to the British Ministry of Food under contracts which have provided for the taking of the entire output of the Territory. By special agreement with the Ministry a portion of the crop has been released from time to time for direct sale to other purchasers. During the current year important changes have been made in the system of copra marketing. The time was propitious owing to the fact that the current contract with the Ministry of Food was due to expire on 31st December, 1948, and that it was known that the Ministry was anxious to make a new contract for a long term. A revision of procedure was desired by which an authority in Western Samoa should negotiate the new contract in place of the New Zealand Government, which had acted on behalf of the Territory previously. It was also desired to establish a stabilization fund to provide some measure of protection for merchants and producers against fluctuations in prices. For this purpose the Copra Board Ordinance 1948 was passed. It established a Copra Board composed of the following members: the Secretary to the Administration (Chairman), the Fautua, three representatives of Samoan

producers, one representative of European producers, one representative of copra-buying interests, one representative of copra-exporting interests, and the Treasurer of Western Samoa (Secretary). The Board held its first meeting on 23rd December, 1948. It has been given the sole right of exporting copra from the Territory. The former exporting firms continue to handle the copra and load it on board ship, where it becomes the property of the British Ministry of Food or some other purchaser. The purchaser pays the Board for the quantity shipped in accordance with the terms of a prior contract, and the Board pays the firms at a "declared price" which the Board itself has fixed. The "declared price" may be less than that received by the Board, if it considers it desirable to build up the stabilization fund, or more, when the Board considers there is justification for drawing on the fund. The Board has power, as a special Price Tribunal, to fix the price paid by copra-buyers to producers. In practice it has been able to proceed by agreement under an arrangement by which the firms submit full details of the prices paid, costs of handling and administration, &c.

The first major task of the Board was the negotiation of a new contract with the British Ministry of Food. A basis of agreement has been reached on a contract for nine years, but at the end of the year under review certain details still remained to be worked out and the contract had not been signed.

At the same time as new arrangements for copra marketing were being made, it was decided to repeal and replace the former Copra Ordinance. The new Copra Ordinance 1948 laid down a revised code for the inspection and passing of copra for export, fumigation of copra, stores, &c.

The Government has maintained the machinery for exchange control, import and export control, and price control which were introduced during the war. Exchange control and import control do not, in practice, interfere with the free flow of trade under present peacetime conditions. The system of export licences serves to protect existing contracts for the purchase of Samoan produce and to maintain control, in the interest of the Territory, over foreign exchange earnings. Price control is maintained over food-stuffs and other essentials on the basis of profit margins at 3rd September, 1939. The margin of profit obtained at that time, calculated either as a percentage or as a fixed monetary sum, is, in general, still allowed. During the year 87 Price Orders were issued covering 611 lines of goods. Supervision is maintained partly by a member of the Price Tribunal, who visits the main firms every month, and partly by the police, who investigate the prices being charged in the stores generally, with particular attention to the smaller ones, which are necessarily less directly under the Tribunal's surveillance. A considerable number of prosecutions were brought during the year for breaches of Price Orders, and all resulted in convictions. The question of the preferential Tariff applying to British goods imported into the Territory is at present under review.

PUBLIC FINANCE AND TAXATION

Receipts of public revenue reached the total of £500,338 and payments totalled £464,520. This left a surplus for the year of £35,818. The total accumulated cash surplus of the Territory at the end of the year was £642,973, of which £554,050 was invested in New Zealand Government inscribed stock. Details of the accumulated surplus at 31st March, 1948 and 1949, are as follows:—

Year.	Total.	Cash.	How Held.	
			Investments in Samoa.	Investments in New Zealand.
	£	£	£	£
1948	607,155	34,226	28,554	544,375
1949	642,973	59,527	29,396	554,050

The present surplus is a sum larger than it is considered necessary, in all the circumstances, to maintain as a general reserve fund, and appropriate action is being taken in the coming year to reduce the accumulated surplus to about £500,000. Such a policy will release a large sum for necessary developmental work in the economic and social fields. At the present time the Territory has no public debts.

The receipts of the public revenues, exclusive of grants from the New Zealand Government, for the past two years are as follows :—

Heads of Receipts.						1947-48.	1948-49.
						£	£
Education	..	..	..	..	..	673	859
Health	..	..	..	..	..	15,267	19,803
Justice	..	..	..	..	..	2,335	1,973
Lands and Survey	..	..	..	..	..	1,360	1,713
Samoan Affairs	..	..	..	..	..	825	1,129
Police and Prisons	..	..	..	..	..	6,059	7,926
Postal and Radio	..	..	..	..	..	35,569	24,187
Public Works	..	..	..	..	..	10,935	12,977
Treasury, Customs, &c.	..	..	..	..	..	475,639	429,771
						548,682	500,338

The public revenue of the Territory is derived from a combination of direct and indirect taxes. The indirect taxes are import and export duties. These are an excellent means of obtaining revenue from a central source at a minimum cost and are thus well suited to the present stage of development of the country. The direct taxes are store tax, salary-tax, trade and business licences, building-tax, water rates, amusement-tax, and stamp duties. Store tax, the principal direct tax, is a tax on the gross selling-price of goods. It is now perhaps outmoded, and following a report on the taxation system of the Territory by an officer of the Land and Income Tax Department of New Zealand consideration is being given to its possible replacement by income-tax. There are no direct taxes imposed on Samoans other than the salary-tax on incomes in excess of £200 per annum after deducting the normal exemptions. All taxes are paid to the Administration.

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

					£
Amusement-tax	..	..	..	..	202
Building-tax	..	..	..	..	4,182
Export duties	..	..	..	..	79,950
Import duties (including port and service tax)	..	..	..	..	234,339
Licences and fees	..	..	..	..	6,001
Salary-tax	..	..	..	..	5,415
Stamp duties	..	..	..	..	5,996
Store tax	..	..	..	..	65,835
Water rates	..	..	..	..	1,568

The Territory continued during the year to receive grants from the New Zealand Government for various purposes relating to economic and social advancement. These grants represent the implementation of the policy announced by the Prime Minister of New Zealand in 1944 of using all profits from the New Zealand Reparation Estates for the benefit of the people of Samoa. Receipts during the year under the terms of such

grants totalled £41,084. This included the remainder of the grant of £50,000 for road-construction which had been authorized as a pound-for-pound subsidy on expenditure from Samoan funds. Details of receipts in respect of grants since the present policy came into full operation are as follows :—

Year.	Overseas Scholarships.	Broadcasting.	Roads.
	£	£	£
1945-46	3,107	..	..
1946-47	2,351	..	8,100
1947-48	7,552	22,475	12,985
1948-49	10,880*	1,289	28,915

*Includes equipment and inspection of schools.

In February, 1949, the New Zealand Government decided to allocate the balance of the accumulated but unallotted profits of the New Zealand Reparation Estates up to 31st March, 1949, as follows :—

	£
Education	100,000
Health	50,000
Road Subsidy	25,000
Staff housing	40,000
Rhinoceros beetle control	5,000*
Overseas scholarships	13,000*
	<u>£233,000</u>

* The sums allocated to beetle control and overseas scholarships will be annually recurring ones.

Expenditure of public revenue fell under the various departmental headings as follows :—

Hheads of Payments.	1947-48.	1948-49.
	£	£
High Commissioner and Government House ..	5,446	8,595
Education	31,002	46,855
Health	66,474	89,707
Justice	4,541	4,837
Lands and Survey	5,289	5,725
Police and Prisons	16,504	20,797
Postal and Radio	16,828	24,803
Public Works	163,349	165,987
Samoan Affairs	15,744	20,555
Secretariat and Legislative Assembly	12,170	17,676
Treasury, Customs, &c.	22,638	55,090
Services not provided for .. .. .	..	4,683
	<u>359,985</u>	<u>465,310</u>
Less recoveries, Labour and Public Trust ..	700	790
	<u>359,285</u>	<u>464,520</u>

Expenditure under the heading "Services not provided for" for 1948-49 was made up as follows: High Commissioner and Government House, £517; Lands and Survey, £23; Samoan Affairs, £91; Public Works, £3,959; Treasury, Customs, &c., £93. In addition, a proportion of the gross expenditure of the Education, Broadcasting, and Public Works Departments was met by payments from the New Zealand grants itemized above. Inclusive of these sums, the expenditure of these Departments was:—

	£
Education	57,292
Broadcasting	16,290
Public Works	191,622

These figures, together with that for the Medical Department, reflect the expansion of plans for social and economic development in the Territory.

CURRENCY AND BANKING

New Zealand currency is the official currency of Western Samoa. Special currency notes are issued for the Territory by the New Zealand Treasury. Along with New Zealand silver and copper coins, they form the ordinary medium of circulation. In August, 1948, New Zealand currency was revalued in relation to sterling: the exchange rate of £(N.Z.)125 to £100 sterling, which had operated since 1934, was altered to bring the New Zealand pound back to parity with sterling. The change inevitably caused some difficulties in the Territory. In particular, copra-buyers found themselves with large stocks which they had bought from growers at prices based on the assumption that the exchange-rate would remain unaltered. The gains from the changed rate were less quick in showing themselves, but by the end of the financial year the retail price of many imported goods had begun to fall.

The purchase of foreign exchange is controlled by the Western Samoa Exchange Control Regulations 1948. The Territory is fortunate in being an earner of hard currencies, mainly from the export of cocoa to the United States. As a result, funds have been available to satisfy the ordinary commercial demand for American and Canadian dollars as well as for other currencies.

There is only one trading bank operating in the Territory. This is the Bank of New Zealand, which has a branch at Apia. It transacts all ordinary banking business. In addition, there is a Post Office Savings-bank, and the Post Office transacts money-order business. The overdraft-rate charges by the Bank of New Zealand is slightly in advance of that in New Zealand. The Bank pays no interest on balances in current accounts. The Savings-bank allows interest at $2\frac{1}{2}$ per cent. on credits up to £500 and at 2 per cent. on amounts between £500 and £2,000. Deposits standing to clients' credit in the Bank of New Zealand averaged £322,801 during the year, as compared with £304,772 during the year 1947-48. Figures for the Post Office Savings-bank for the last three years are as follows:

	1946-47.	1947-48.	1948-49.
Withdrawals	£107,620	£104,827	£115,059
Deposits	£97,165	£118,520	£109,080
Number of depositors at 31st March ..	4,725	5,175	5,823
Amount held to their credit	£260,780	£280,311	£280,188

The value of the money-order business of the Post Office during the past three years has been as follows:—

	1946-47.	1947-48.	1948-49.
	£	£	£
Money-orders issued	4,820	4,626	5,909
Money-orders paid	4,798	4,046	4,368

During the year the commission rates on money-orders to New Zealand were reduced and brought into line with the inland rate applicable in New Zealand. This change appears to be responsible, in part, for the expansion in money-order business transacted, and a continuing expansion is expected.

TRADE AND COMMERCE

The year 1948-49 was one of continuing prosperity for the Territory, although there were clear signs that the post-war boom had passed its peak. Towards the end of the year there was a sharp fall in the price of cocoa. As was to be expected, import figures did not respond immediately to the decline in the value of exports. Imports for the calendar year 1948, at £962,028, were £38,355 above those for 1947, whereas exports, at £1,102,858, were down by £242,912. A comparison of the figures for the two years, giving details of the Territory's trade with various countries, is given in Appendix VII (a). The quantities and values of the principal exports for the two years are shown below:—

QUANTITIES AND VALUES OF PRINCIPAL EXPORTS

	1947.		1948.	
	Tons.	£	Tons.	£
Copra	18,181	722,272	14,178	584,062
Cocoa beans	2,378	448,794	1,630	369,492
	Cases.		Cases.	
Bananas	101,754	70,317	99,507	69,004
	Tons.		Tons.	
Rubber	25½	3,941	..	..
Desiccated coconut	615½	79,249	510	71,424
Dried bananas	83¾	18,851	20	4,585

The trade figures for 1948 show a slight decline. The decline in the export of cocoa has resulted from a substantial portion of the crop remaining unshipped at the end of the year. Although consuming countries, it is understood, have taken up their allocation, there is some hesitancy to purchase while the world price of cocoa is showing a downward trend. The decline in export of bananas resulted from storm damage to the trees during the earlier part of the year. The world price of rubber has fallen to the point where its production in the Territory is at present uneconomic, although the policy is to keep the plantations in such a condition as to allow tapping to commence immediately the price rises. The decrease in the production of desiccated coconut was due to some of the plant, much of which was more or less improvised, becoming defective. Orders for up-to-date machinery have been placed, and when this is received it is anticipated that the quantity produced will be increased substantially.

Being so much more various, the Territory's imports cannot be profitably itemized, except at a length which is not possible in this report. They are dealt with exhaustively, together with exports and shipping, in the *Return of the Trade, Commerce, and Shipping of the Territory of Western Samoa*, which is published annually. This publication also contains a full statement of the Customs Tariff.

LAND

The land of Western Samoa is classified in law as Crown land, Native land, and European land. The first is land vested in the Crown free from Native title or any estate in fee-simple. It is estimated that, inclusive of the holdings of New Zealand Reparation Estates, there are about 103,630 acres of Crown lands. Native land is land vested in the Crown but held by Samoans by "Native title"—i.e., in accordance with Samoan custom and usage—and not by grant from the Crown. The amount of such Native land is estimated at about 581,370 acres. European land is land held from the Crown for an estate in fee-simple. There are about 40,000 acres of such European land.

Much of this area is, of course, unfit for cultivation or other economic use. It is estimated that about 400,000 acres, or 53 per cent. of the land area of the Territory is waste, made up of steep mountain-sides, lava beds, &c. A more exact estimation either of cultivated or of cultivable land must await the completion of the projected economic survey of the Territory.

Native land may not be permanently alienated except to the Crown, but with the sanction of the Samoan Government areas may be leased. Alienation has taken place only for public purposes. Details of past and projected alienations are as follows:—

	Acres.
Faleolo Airport	1,387
Vaisigano water catchment	1,900
Fuluasou water hydro-electric catchment	85
For roads in various parts of the territory	100 (or less)

Of the three larger alienations, only that for the airport was in a densely settled area. As compensation for the loss, 1,877 acres of New Zealand Reparation Estates land was given to the villages which had been expropriated.

Leases of Native land are of two kinds. The first comprises 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 some held by the New Zealand Reparation Estates. The second are recent leases of very small areas for village trading-stations, churches, &c. The number of such leases is approximately 250, and the area involved does not exceed 100 acres.

Of the European land, about 35,000 acres are owned privately and 5,000 acres by the various missions.

SURVEYS

The work of the Lands and Survey Department has been maintained at peak level throughout the year. Among the factors contributing to this have been the extensive roading programme of the Public Works Department and the subdivision of certain lands of the New Zealand Reparation Estates. Projects at present reaching the stage for action—such as the foundation of Samoa College and the development of a new area for cattle-grazing by Reparation Estates—make it certain that the demand on the Department will not diminish during the coming year. To meet present needs the

draughting staff has been increased during the year by two—one New Zealand seconded officer and one locally recruited cadet. The field staff is below strength, owing to difficulty in recruitments.

COMMUNICATIONS

One of the major difficulties which the Territory has to face in relation to every aspect of its plans for social and economic advancement is that of poor overseas communications. Western Samoa lies well away from the main trans-Pacific sea and air routes. The regional services upon which the Territory relies provide only very partially for its requirements either for the transport of freight or of passengers. The present export trade in bananas, for example, cannot be increased until additional shipping connections with New Zealand are provided. Similarly, there is often difficulty in obtaining passages at the desired time for persons travelling.

Sea

Apia is the only port of entry of the Territory and the only port regularly visited by overseas shipping. It is a poor anchorage, which provides only slight protection from northerly winds. There is a monthly passenger and cargo service from New Zealand via Fiji and Tonga; and cargo-vessels from British and United States ports call at approximately two-monthly intervals. A weekly service connects Apia with Pago Pago, in American Samoa. Within the Territory, sea communication is maintained by launches of shallow draft which can negotiate the reef passes. Most of these are owned by business firms and sail as the needs of business dictate; but during the present year a regular service has begun between Mulifanua, at the Western tip of Upolu, and points in Savai'i.

Air

The airport of the Territory is situated at Faleolo, some twenty-two miles west of Apia. Nearby there is an emergency flying-boat base at Satapuala. The facilities at both places are maintained by the Aerodromes Branch of the New Zealand Works Department. A regular fortnightly service from New Zealand via Fiji and Tonga to Samoa and the Cook Islands is operated by the New Zealand National Airways Corporation. During the past year planes of the Trapas Airline (a company with headquarters in New Caledonia) have called irregularly *en route* from Papeete to Noumea.

Roads

The Territory has about 228 miles of roads suitable for motor traffic—an increase of 24 miles over last year. Of these, 35 miles are sealed and 144 are metalled and surfaced, 26 miles are stone pitched but not surfaced, and the remainder are unmetalled earth roads. These roads are mainly in the heavily settled region on the northern shore of Upolu, but the desire of the Administration to open up new land for the rapidly increasing population led to an intensive roading programme for outer districts being commenced in 1947. Whereas formerly road-construction was carried out by the villagers directed by their matai, the major responsibility for their construction has now been taken over by the Public Works Department, and the districts served by the roads are now responsible to supply the necessary labour. A cross-island road was constructed in 1942-43 between Leulumoea and Lotofaga, and a second cross-island road has been started. The southern coast road on Upolu is also under construction and 14 miles of road have been opened.

In Savai'i a road 28 miles long has been constructed between Sa'asa'ai and Vailoa, and further east a road $8\frac{1}{2}$ miles long between Salailua and Samata will be opened shortly. In addition to these constructional works, existing roads have been kept in repair and were necessarily reconstructed to carry modern vehicular traffic.

The extension of the road system, together with the present prosperity, explains the continued increase in the number of motor-vehicles registered in the Territory. The figures for the last three years are as follows :—

Type of Vehicle.	1946-47.	1947-48.	1948-49.
Omnibus	49	66	82
Lorry or truck	146	163	194
Van	53	50	61
Taxi	53	89	100
Private car	111	124	147
Motor-cycle	26	26	34
Total motor-vehicles	438	518	618
Pedal-cycle	664	724	1,239

The increases in the numbers of lorries and trucks and of buses are particularly significant. As soon as a new stretch of main road is opened, more villages are able to transport their produce by land instead of relying on launches. Similarly, the bus services, controlled by local firms, are quick to extend their routes as new roads become available, and the people are swift to avail themselves of the new facilities for travel.

Post and Telephone

Postal and telephone services are maintained by the Postal Department. It also carries on a money-order service and a savings-bank, whose operations are described elsewhere in this report. In addition to the Chief Post-office at Apia, there are eleven sub-post-offices in the Territory. Internal mail-services have been improved during the year, and the opening of a regular launch service to Savai'i has made it possible to ensure regular delivery to Tuasivi and Fagamalo. The greater proportion of overseas surface mails are carried by the *Matua*, which visits Samoa from New Zealand every month; but, in addition, Matson Line freighters calling at Pago Pago provide a most useful service. There is a fortnightly air-mail connection with New Zealand, Fiji, Tonga, and the Cook Islands, and a weekly connection with the United States via Pago Pago. Most air-mail charges have been reduced following the alteration in the exchange-rate. A telephone service operates in Apia and the adjacent rural districts. The number of subscribers connected with the exchange is 236 (an increase of 11 over the previous year's total). Any substantial further expansion of the service depends upon the laying of additional cables.

Radio

The Radio Department controls the Apia Radio Station and six out-stations. It also services village radio receiving-sets and issues radio receiving licences. Paid traffic handled by the Department during the year totalled 19,948 messages, which produced a revenue of £4,487. In addition, the Apia Station transmitted weather messages and handled all air/ground/air and point-to-point channels in connection with air services operating in the area. The latter duties will be taken over by the radio station at Faleolo Airport, controlled by the New Zealand Department of Civil Aviation, when the reconstruction of that station is completed.

PUBLIC WORKS AND PUBLIC UTILITY SERVICES

The construction and maintenance of roads and bridges, public buildings, parks and reserves, &c., is carried out under the direction of the Public Works Department. The Department also operates an electricity service for the Apia area and maintains waterworks systems in Apia and certain other parts of the Territory. The principal road-construction work of the Department has been referred to above (under "Communications").

Public Buildings

Considerable construction work was undertaken at the Apia Hospital. It included the construction of a building to provide a dining-hall, kitchen, and store-rooms for the Samoan nurses, sanitary blocks for Samoan nurses and S.M.P.s respectively, and a building for unmarried S.M.P.s (including a dining-room and kitchen). Most of the new building was in concrete. Repairs were undertaken at both Apia Hospital and several district hospitals. Work for the Education Department and on official residences has been of a relatively minor character.

Electricity

The present supply of electricity for the Apia area is obtained from an 80 kW. hydro-electric plant in the Vaisigano Valley, supplemented at hours of peak load by a 70 kW. Diesel plant. Generating-capacity is taxed to the full and it has been necessary to restrict the use of new electrical appliances. The construction of a new hydro-electric plant of 300 kW. was begun in 1947. The construction of the dam across the Fuluasou Valley has now been completed and the generating machinery has been installed in the power-station on Tuanaimato Plantation. The final stages of the work are now held up by inability to obtain delivery of the steel pipes for the pipe-line from the dam to the power-station. In the meantime, power-transmission lines and cables are being laid in preparation for a greatly extended service immediately the new power-station is in operation.

Water-supply

The Apia area obtains its water from three separate supplies, situated on the Vaisigano, Vailima, and Fuluasou Streams respectively. The work of extending the areas served by these supplies has been continued during the year. The Fuluasou water-supply now serves the villages of Vaiusu, Vaigaga, Saina, Toamua, Safune, Tiapepe, and Puipa'a. Other water-supply systems maintained by the Department serve the Aleisa, Sagaga, and Satapuala areas. A number of villages or groups of villages maintain their own piped water-supplies. These systems comprise :—

In Upolu—

Falelatai water-supply.
Fasito'otai water-supply.
Sa'anapu water-supply.
Mutiatele water-supply.
Lalomanu water-supply.
Aufaga water-supply.

In Savai'i—

Matautu water-supply (extending from Salei'a to Saleaula).
Paia water-supply.
Patamea water-supply.
Tafua water-supply.

The Samoan Government and various villages and districts have proposals for the construction of further water-supplies under consideration or in active preparation. In one instance—the Sala'ilua water-supply—the necessary survey work preparatory to actual construction has been completed.

G. SOCIAL ADVANCEMENT

SOCIAL ORGANIZATION : CONDITIONS

Samoa Society

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

To-day, as in the past, the unit of 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 family. Such a matai is a titled person, either a chief (*ali'i*) or an orator (*tulafale* or *failuaga*), whose particular duty is the leadership and care of the family under his control, and who is entitled to the services and co-operation of all members of his family in return for his leadership. All members of such a family group need not necessarily live under the same roof or even in the same village, but will when occasion requires it assemble, generally at the residence of the matai, to discuss family affairs or any happenings affecting the interests of the family or to discharge duties associated with deaths 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 service, comes to be regarded as one of the family.

The matai bears a family name or title by which he is always addressed and which succeeds from one holder to another. There is nothing in Samoan custom to prevent him holding two or more titles, as intermarriage through many generations has united many of the leading families. A title or family name may be split or shared and there may be two or more holders concurrently in one or more branches of the family tree. Succession is not necessarily from father to eldest son, but all within the wide family group are eligible. It is thus correct to state that there is no definite known person or heir who is entitled as of right to succeed a matai as the head of the family on the latter's death. The whole family meet and choose one whose conduct has commended him to them, questions of blood connection and descent, service to the family and previous holders of the title, and personal suitability all being taken into consideration. Even an adopted son is eligible if he is otherwise acceptable. Women are not excluded from the group of those eligible for appointment; but they are not commonly chosen.

Thus, although there is a sharp difference of status as between titled and untitled persons, progress from untitled to titled rank is the normal aspiration sooner or later of most adult males. The higher social grades are thus not closed or exclusive, as is the case with certain other Polynesian peoples. There is a mutual interdependence and recognition of titled and untitled people. Each has its recognized and respected place in the community and the two principal elements in society are therefore complementary.

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

Village affairs are controlled and directed by a council (fono) of all the matai of the village, and each family is therefore represented. This group meets regularly, usually on Monday mornings and on such other occasions as required, to decide any issues in village affairs or to inquire, by a system of taking oaths called *tautoga*, into any misdemeanour. Each family or matai under normal circumstances acknowledges the authority of any decision reached after full discussion by the village council. Although each matai controls his own family land, the fono normally exercises authority in matters relating to the layout and the precincts of the village itself, the reception of visitors, the use of water-holes, the drawing-up of local village laws or rules, the imposition of "fines" according to Samoan custom (generally of food-stuffs) for the breach of a village law or rule, the consideration of or adjudication upon the conduct of any matai of the village, and, generally speaking, any aspect of the communal life that calls for a wider and more general control than that exercised by a matai.

The European Community

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

LABOUR CONDITIONS AND THE STANDARD OF LIVING

The Crown Solicitor also acts as Commissioner of Labour, but he has no departmental organization. Few labour statistics can therefore be kept. For the same reason, the Territory is not in a position to embark on any ambitious programme of labour legislation, since it lacks the administrative facilities which would be necessary to ensure that labour laws were kept.

Owing to the social structure of the country, this situation has not had the practical disadvantages which it would have done in many other parts of the world. The work of fishing and tending the food gardens has always been performed by family groups under the authority of their matai. Similar family or village groups have undertaken work for the good of the community, such as the maintenance of tracks and water-supplies or the building of churches. Under present conditions, such groups are employed in many forms of relatively unskilled work for monetary payment. They are used by the Public Works Department for road-construction, by planters for agricultural work, and so on. The members of such groups are not wage workers in the ordinary sense. They do not work for an outside employer for more than a short period at a time, and their ability to do without such employment provides some assurance, at least, that they will not be exploited when they undertake it. Work done in this way by agreement with a matai or a group of matai represents a large part of the work undertaken by Samoans for direct monetary payment. The 1945 census showed that only 3 per cent. of the Samoan people were working regularly for wages.

In the past the biggest groups of wage workers were the Chinese and Melanesians introduced for a limited period of employment on plantations. When New Zealand Military Forces occupied Western Samoa in 1914 there were 2,184 Chinese and 877 Melanesians in the Territory. The New Zealand Government decided to bring this system of imported labour to an end, which it did gradually. Since 1935 there has been a policy of repatriating those who remained. At the present time there are only about 170 Chinese labourers still in the Territory and well under 100 Melanesians. Many of

these are already aged, and some of the Chinese are, in fact, pensioners supported by grants from a benevolent fund to which they were formerly required to contribute. Regulation of the working-conditions of these 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 long-term 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 expense of preparing the beans for market and the proceeds of sale on a fifty-fifty basis.

During the current year the Government has been concerned as to the wage-rates and hours of work of casual labour. Particularly in the Apia area an increasing number of people, both Samoans and Europeans, are largely dependent for their livelihood on work for the stevedoring contractors, in copra-sheds, as general labourers in carpenters' yards, or on building projects. In rural areas some local Europeans, as well as Chinese and Melanesians, are dependent on labouring work on plantations. The Government itself employs many such people, especially in the Public Works Department. To study their position a Commission was appointed in May, 1948, "to inquire into and report on wages and hours of work for casual labour in Western Samoa." It was composed of the Commissioner of Labour (as Chairman) and four other members of wide experience. Of the latter, two were Europeans and two Samoans. The Commission's report has not been made public, but as a consequence of its work the Government announced in December a new scale of wages for casual labour which it would itself pay from the beginning of 1949. It was expected that the importance of its position as an employer would suffice to make the new rates affect those paid generally by private employers. The increases in the rates to be paid are as follows :—

Former Daily Rate.					Increase (Per Day).	
					s.	d.
Under 5s.	..	..	..	..	0	8
Over 5s. and under 9s.	..	..	..	..	1	8
„ 9s.	„	10s.	..	..	1	4
„ 10s.	„	14s.	..	..	1	0
„ 14s.	„	16s.	..	..	0	8
„ 16s.	„	18s.	..	..	0	6

The former basic minimum for an adult male was 5s.; it is now 6s. 8d. The increase in the top group is not to bring the daily wage to more than 18s.

It can be said with truth that no Samoan is entirely dependent on wages for sustenance; he also shares in the products of his family lands. In Apia, the major commercial centre of the Territory, there is some indication 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. When the new rate was announced, however, it was stated that it was not intended as a long-term settlement of the question, but rather as a trial rate which would be reviewed after it had operated for twelve months.

The annual incomes of those receiving more than the minimum are hard to ascertain. Figures compiled from salary-tax returns for the year 1946-47 showed 315 Europeans and 60 Samoans receiving incomes of over £200 a year. Among Europeans the largest groups were public servants (120), clerks in private employment (75), and managers of village trading-stations (40). Among Samoans, 35 were managers of village trading-stations and 18 were public servants. These figures are now out of date, and,

in any case, they give only a very partial view of the position. They omit planters and proprietors of businesses—a group which includes many with large, or relatively large, incomes. Among Samoans the figures omit the pastors of village Churches, some of whom receive contributions from their congregations which place them in times of prosperity among the most highly remunerated Samoans in the country. No national-income figures for the Territory are available, but consideration is being given to the matter and current efforts in this direction in similar areas are being watched.

HUMAN RIGHTS AND FUNDAMENTAL FREEDOMS

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

Relations between the missions and the Administration have always been harmonious and marked by a full spirit of co-operation.

The Territory has no newspapers, and overseas news is disseminated by means of news-sheets issued daily by the Administration. A broadcasting service operated by the Administration carries reports of official bodies, addresses on health, cultural matters, general education, and current affairs.

Persons may be arrested without warrant only if suspected of serious offences against the person and crimes involving violence. Persons so arrested must forthwith be brought before the Court, and if the officer hearing the charge 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 there have been no instances of the imposition of restrictions on the personal freedoms of the inhabitants. Neither have there been any restrictions on the writing, transmission, or publication of information.

PUBLIC HEALTH

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

During the year 1948-49 there was only one serious epidemic. An outbreak of influenza affected a large portion of the population. There were few deaths, and those that did occur were among the aged and the very young. The policy of imposing rigid quarantine restrictions when necessary has been continued, with good effects both in the exclusion of disease and in the reduction of anxiety among the people. The New Zealand epidemic of poliomyelitis caused considerable fear that the disease would spread to the Territory. Prompt measures were taken, and there is no evidence that any cases occurred.

The Health Department

All medical work—curative and preventive—is under the control of the Health Department, of which the Chief Medical Officer is administrative head. For several years past a gradual reorganization of the Department has been in progress. This year the process was completed with the planning of new out-station hospitals and the analysis of long-term staff requirements. The new structure of the Department is shown in Appendix VIII (*d*). The full implementation of some of the proposals in the new scheme will take a considerable time. At present shortage of both staff and building-materials restricts advance. But a start has been made, and there is considerable progress to record.

The Health Committee

To associate the members of the Legislative Assembly with the work of the Department, a Health Committee of the Assembly has been set up. It is composed of the Fautua, three Samoan members and one European member of the Assembly, and the Chief Medical Officer, who is at present Chairman. The first meeting was held on 12th July, 1948. Since that time the Committee has met about once a month. The general policy and the development plan of the Department have been fully discussed. The members of the Committee have gained an understanding of the administrative problems involved, and they have been able, in their turn, to disseminate knowledge and appreciation of the benefits of modern medical and public health practices among the community generally. The Chief Medical Officer and his staff have also received much valuable advice from the Committee as to the most suitable methods of integrating modern medical practice with the traditional culture of the Samoan villages.

Personnel

The present staff and that which will be required for the full implementation of the new plan of development are shown in the following table :—

	Present Staff.	Proposed Establishment.
Doctors	3	6
Dental officers	1	2
Pharmacist	1	1
Bacteriologist	1	1
Nursing Sisters	11	20
Samoaan medical practitioners	24	36
Samoaan dental practitioners	9	18
Samoaan staff (trained nurses)	58	105
Samoaan dispensary assistants	10	14
Samoaan laboratory assistants	4	11
Samoaan Sanitary Inspectors	6	14
Samoaan male dressers	11	30

The present establishment provides for the maintenance of four European medical officers on the staff of the Health Department, but during recent years the New Zealand Government has found extreme difficulty in finding officers willing to accept appointment in its Islands Service. This scarcity of officers is not confined to New Zealand, but has been experienced in the United Kingdom in connection with endeavours to obtain medical personnel for appointment to the Colonial Medical Service. Special inducements by way of a bonus, which in the case of medical practitioners remaining for three years would amount to £1,500, are now being offered to prospective applicants.

Problems of a somewhat similar kind are anticipated in regard to the building-up of the Samoan staff. The proposed new organization of the Department requires thirty-six Samoan medical practitioners at the present level of population, and the number should be increased by two per year to keep pace with population growth and normal retirement. In fact, there are twenty-four S.M.P.s in the service, of whom three are at present on secondment. There are seven students in training at the Central Medical School in Suva who will be coming on to the strength during the next few years. These new men will not bring the staff to full strength, but the importance of the S.M.P.'s work (and the prestige it carries) at least gives ground for hope that, with satisfactory conditions and salaries, it should be possible to ensure an adequate flow of recruits to the profession.

The position in regard to nurses is more difficult, as in many other countries. The proportion of loss during training and after its completion is high, owing to marriage and other causes. In the last nine months of the current year the Department lost six Samoan nurses and dressers in training and eleven Samoan staff nurses. As against this, it gained by taking on again former staff nurses who had married. A number of these are willing to re-enter the service—mainly as District Nurses in the districts where they reside.

Apia Hospital

Apia Hospital is the central unit in the Territory's medical services. It possesses the main laboratory and x-ray diagnostic services and the most extensive facilities for major surgical work. All the European medical officers are attached to it, as is the dental officer. Improvements in transport facilities make it possible for a higher proportion of the more serious cases to be brought to Apia for treatment.

The administrative offices of the Department are at the hospital, and it is the main centre from which stores and supplies are distributed to out-stations. All the Samoan staff, apart from Samoan medical practitioners, are trained there. The work of rebuilding the hospital, which has been in progress for several years, was continued during 1948-49. Details of the buildings erected are given in the section of this report dealing with public works.

District Organization

The present reorganization provides for a consolidation of the former medical districts. This is made possible in many cases by improvements in road communications. There are now five medical districts, in addition to the central district served by Apia Hospital. Each district will be in charge of a senior Samoan medical practitioner and each will have a main district hospital and subsidiary dispensaries where population requires it. Standard plans for dispensaries, wards, sanitary blocks, and staff accommodation in district hospitals have been prepared and a commencement has been made with the construction of some of the buildings. Of the thirteen existing district dispensaries, ten will be retained as dispensaries, with out-patient and minor surgery facilities and a capacity of ten to twelve in-patients. The remaining three will be improved so as to offer full emergency surgery facilities and to provide for twenty-five in-patients. In addition, it is proposed to build a new main district hospital in Savai'i, in the Palauli district.

Mobile Clinics

A scheme to provide a fleet of suitably equipped composite vehicles for the use of the health services was put into operation this year and the first of them is already in use. The use of this vehicle enables Samoan medical and dental practitioners and their assistants to visit villages as a health team, and their activities have had a marked effect on the health of the villages visited. It is proposed to equip two additional vehicles this year.

Treatments

The number of treatments carried out in hospitals and dispensaries during each of the past five years are shown in Appendix VIII (b). It will be seen that the amount of purely therapeutic work has increased by over 45,000 treatments during the period. In 1944-45, in-patients in the hospitals numbered 3,538; in 1948-49 they numbered 4,539. The figures for out-patients at hospitals and dispensaries are 69,939 and 115,991 respectively. There has also been a large increase in the number of preventive and treatment injections. These figures show clearly that the Samoan people are making more and more use of the medical services as they become more fully acquainted with the efficacy of modern medicine and as the services themselves are improved.

SANITATION

The type of sewage-disposal system in use in the Territory varies with the locality. Most European-style houses in Apia are equipped with septic tanks, while many Samoan dwellings have pit-latrines. Conveniences in the outer areas tend to be very primitive, with a large number of sea-latrines in use, and it is hoped that the efforts of the Sanitary Inspectors, the women's committees, and the Health Committee will result in an improvement in this respect.

The New Zealand Sale of Food and Drugs Act applies in Samoa and provides for the regular inspection and registration of markets, bakeries, and abattoirs.

DRUGS

The manufacture, sale, distribution, &c., of drugs is controlled by the Samoa Dangerous Drugs Order 1930 and the Samoa Pharmacy Order 1924. The Geneva Opium Convention of 19th February, 1925, and the Limitation Convention of 31st July, 1931, are applicable to the Territory. The population is not addicted to the use of narcotic drugs. Several aged Chinese have been receiving a small weekly allowance of opium.

The only dangerous drug used during the year was opium, of which 5.582 kg. was issued by the officer in charge of the dispensary at the Apia Hospital.

ALCOHOL AND SPIRITS

Under the terms of the Trusteeship Agreement the administering authority is required to control the manufacture, importation, and distribution of intoxicating spirits and beverages in the interests of the people of the Territory. Such control had, in fact, been provided for in the Samoa Act, 1921, and the provisions in that Act relating to alcohol remain in force. The manufacture of liquor containing more than 3 per cent. of proof spirit is prohibited, as is its importation except by the Government for medicinal, sacramental, or industrial purposes. The disposal of liquor so imported is controlled by the Sale of Intoxicating Liquor Regulations 1920. The sale of liquor to Europeans or Samoans is permitted only for private consumption and in accordance with a permit signed by the Chief Medical Officer. This prescribes the quantity and, in some cases, the type of liquor which the recipient of the permit is entitled to buy. A permit may only be given for medicinal reasons, but the term "medicinal" has been interpreted in a broad sense to permit of the moderate consumption of alcohol by those accustomed to it for restorative, as distinct from curative, purposes. During the year 1948-49 a Liquor Board, with official and non-official members, has been constituted to assist the Chief Medical Officer in the administration of the law. Its functions are purely advisory, and the power to issue permits remains with the Chief Medical Officer.

There is no indigenous alcoholic drink. Kava, which is drunk by Samoans on ceremonial occasions, does not ferment and becomes stale and unpalatable if allowed to stand. The illegal manufacture of non-indigenous alcoholic beverages is an object of constant vigilance by the police.

The importation of liquor for medicinal purposes during 1948-49 was as follows :—

Type of Liquor.	Average Percentage of Alcohol by Weight (Approximate).	Quantity Imported.	Quantity Issued Under Permits.	Countries of Origin.
Spirits—		Gallons.	Gallons.	
Whisky	40.0 to 45.0	3,049	2,370	United Kingdom, Canada.
Brandy		162	206	Portugal, France.
Gin		712	684	United Kingdom, Holland, British West Indies.
Rum		330	240	Australia.
Liqueurs	45.0	10	37	Australia, France.
Wines (port, sherry, champagne, white wines)	12.0 to 18.0	557	625	Spain.
Vermouth	22.0	80	23	Australia, Portugal, Italy, France.
Beer and stout ..	1.51 to 2.39	11,093	17,129	New Zealand, United Kingdom, United States of America.

Importations for sacramental purposes were 300 gallons of wine, and for industrial purposes 1,090 gallons of rectified spirits of wine.

Revenue derived from duties on liquor for the year 1948-49 was £3,661, of which £3,652 was collected on medicinal liquor and £9 on sacramental liquor. No revenue was derived from industrial liquor, as this was all imported by the Government for public use. Medicinal liquor pays the normal import duty and surcharge. Sacramental liquor is duty-free, but pays port and Customs service tax. All liquor is sold by the Government at prices approximately equal to current retail prices in New Zealand.

POPULATION

The last census was taken in the Territory on 25th September, 1945. Its results were analysed by the Department of Social Affairs (Population Division) of the United Nations and published in its bulletin, "The Population of Western Samoa," *Reports on the Population of Trust Territories*, No. 1 (Lake Success, 1948). A more exact knowledge of present population trends must await improvement in the methods of collecting demographic data. Such improvement will not easily be achieved. In Samoa, as in other parts of the Pacific, village officials are not always meticulous in recording vital statistics, so that accurate knowledge of birth and death rates from year to year is not obtainable without special investigation. Further, the Samoans are themselves little concerned with their exact ages, although certain modern conditions, especially Government scholarship requirements, are beginning to make them so. It is not possible with existing facilities to obtain an accurate picture of age groupings or, therefore, to know, except within broad limits, the potential fecundity of the population during the period for which plans are now being made. Present data are, however, adequate for the prediction of an increase in population no less rapid during the coming twenty-five years than that during the corresponding period in the immediate past.

The change in population since the first census taken after the establishment of New Zealand administration is as follows:—

—		17th April, 1921.	25th September, 1945.	31st March, 1949.	Increase or Decrease, 1921–49.
Europeans	.. ..	835	359	297	—538
Part-Samoans	.. ..	1,231	5,040	5,406	+4,175
Samoans	.. ..	33,336	62,422	69,426	+36,990
Chinese	.. ..	1,290	301	180	—1,110
Melanesians	.. ..	465	75	72	—393
Totals	.. ..	37,157	68,197	75,381	+38,224

The total increase between the census of 1921 and that of 1945 represents an average growth of 2·5 per cent. per annum—one of the highest rates recorded during the last few decades for any part of the world. The figures for the current year, which are given in detail in Appendix I, show that this rapid increase is continuing. There was a net increase in population of 2,445, which represents a growth of 3·35 per cent. for the year. The rate of natural increase was somewhat higher, but was counteracted by a slight excess of departures over arrivals. Among Samoans, recorded births were 3,028 and deaths only 674. Among part-Samoans (persons of European status, other than full Europeans) the ratio of births to deaths was even higher; there were 263 births recorded against only 7 deaths. At present there are approximately 800 persons of Samoan descent in New Zealand.

Recognition of the demographic situation lies behind all the plans of the Samoan Government for economic and social advancement. It is realized, for example, that if the number of places in schools is merely doubled during the coming twenty years the proportion of children who can receive education will not be increased, and that, similarly, a doubling of agricultural production will not make the Territory more capable of supporting the social services which western nations regard as desirable, but merely preserve the existing situation. To make possible a steady rise in standards of life, as well as taking care of the increase in population, expansion of productivity and of services must be conceived on the highest scale. In a Territory whose resources are almost entirely agricultural, whose terrain is largely unsuited to the use of agricultural machinery, and whose people are only gradually adjusting their way of life to twentieth century conditions, the execution of a development policy of this kind presents many problems which are not easy to solve.

SOCIAL SECURITY AND WELFARE

As indicated in other parts of this report, the social pattern of Samoan society is such as to render the need for social security less pressing than it is in some other countries. The love of children and a respect for the aged ensure that the most vulnerable groups are taken care of, and the right of all Samoans who participate in the activities of the village to a share in the village production ensures that the necessities of life are provided for all.

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

HOUSING AND TOWN-PLANNING

The Samoan dwelling known as the fale is a well-built structure of local materials and is generally conceded as being the most suitable type of accommodation for the indigenous peoples of the area. No shortage of the materials required for its construction

exists. Early in New Zealand's administration, efforts were made to improve the layout of the Samoan villages, and a model village was built. This village consisted of dwellings erected around a grassed open space known as the malae and was in keeping with Samoan tradition. In general, the Samoans take a pride in the appearance of their villages.

There is a considerable shortage of European-type houses, particularly for the Administration in Apia, and the sum of £40,000 is to be spent in providing suitable accommodation as soon as the necessary supplies are available.

As a first step towards the replanning of Apia, an area has been proclaimed in which all buildings erected shall be of fireproof construction.

PENAL ORGANIZATION

The penal organization of the Territory is under the control of the Department of Police and Prisons, of which the Inspector of Police is administrative head. The Department maintains two prisons, one at Vaimea, a mile out of Apia, and the other at Tafaigata, six miles and a half out. The latter is a prison farm. They are both under the control of the gaoler, whose subordinate staff consists of a sergeant, six warders, and two wardresses at Vaimea, and a corporal and six warders at Tafaigata. In addition, five prisoners of good conduct are housed in the police barracks at Apia under the control of a constable, and a few (an average of four a day during the year under review) are kept under detention in Savai'i under the charge of the Resident Commissioner, who employs constables as warders.

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

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

On admission to gaol, prisoners are given an outline of prison rules and regulations by the gaoler. Breaches are punished by withdrawal of privileges (permission to have two visitors every Sunday and to write letters to relatives), loss of good-conduct time, or punishment by confinement to light or dark cells on reduced diet for a certain number of days (seldom exceeding a week). The number of prisoners who were sentenced to a period in the cells during the year was forty-nine. Recalcitrant prisoners who are completely unresponsive to discipline are housed in a block of concrete cells at Vaimea and work in an adjoining walled yard. They see no visitors, are allowed no extra food from outside in addition to their rations, and are not permitted to write letters. Escaped prisoners are dealt with by the High Court, which usually imposes a further term of imprisonment.

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

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

The majority of prisoners are employed on the prison farm at Tafaigata, where they grow Samoan food crops, garden vegetables, and various fruits. The success achieved in killing the rats which previously infested the farm has made it possible this year to bring to maturity crops such as cantaloupes, pumpkins, peanuts, corn, and millet, which previously could not profitably be grown. The yield has been sufficient to provide prison rations and leave a large surplus for sale to the Apia Hospital and other customers. The policy of planting large stands of bamboo has been continued, as it provides material for basketmaking, &c. The prisons provide their own firewood from a block of bush at Lafi Plantation. The prisoners at Tafaigata also undertake necessary carpentering and other maintenance work about the farm.

At Vaimea a few prisoners are employed tending the sugar-cane plantation there, gathering sugar-cane leaves for thatch, looking after the vegetable garden, and doing general maintenance work. The recalcitrant prisoners, who are also at Vaimea, work in their walled yard making baskets, thatch, and starch (from manioc grown at Tafai-gata). A number of other prisoners from Vaimea go out each day to work in Government buildings. A few of specially good conduct go to their work unescorted.

Most of this work is of direct vocational help to many of the prisoners. It gives them a knowledge of modern methods of agriculture and gardening or provides them with a trade. They learn something of crop rotation, composting, the handling of cattle and milking of cows, carpentry, Samoan-house building, cement-work, basketmaking, and thatchmaking. No programme of more formal education of prisoners has been undertaken. There is opportunity, however, for the reading of suitable literature; and most of the prisoners spend considerable time in reading their Bibles. Clergy of the various denominations visit the prisons every Sunday.

A Samoan medical practitioner has visited Vaimea Prison bi-weekly during the year to deal with minor ailments or injuries which did not necessitate hospital treatment. He has also carried out a medical examination of the prisoners and given necessary injections. A dental officer visits the prison when required. Except for an epidemic of influenza in the prisons in July, 1948, health has been good.

A general inspection of the prisons is carried out monthly by the Chief Judge and Chief Medical Officer. They have been accompanied on several occasions by an elected member of the Legislative Assembly.

H. EDUCATIONAL ADVANCEMENT

GENERAL

In the year 1948–49 the main effort of the Government in the educational field has been the advancement of a long-term plan of development and the discussion of it with the Samoan people. The present policy of rapid evolution towards Samoan self-government makes heavy demands upon the educational system. It must help to create an enlightened state of opinion among the public as a whole and, at the same time, provide a body of well-educated leaders and administrators. There cannot be exclusive concentration either on raising the general educational level or upon the training of an elite. Both must be undertaken together and, apart from New Zealand help, they must be undertaken within the financial resources of the Territory.

These facts alone require that policy should be decided in the closest consultation with the Samoan people and their acceptance of it secured. In addition, however, the Samoans are themselves becoming ever more educationally minded. The policy, therefore, has been explained in detail by the Superintendent of Schools to the Fono of Faipule and the Legislative Assembly; broadcast addresses have been given and copies of these widely distributed. As a result, the policy has been accepted and is receiving the support of the Legislative Assembly. The plan proposed that the raising of the general level of education of the people in the villages was to be achieved by more intensive teacher training, better staffing and equipment of village schools, and the printing of school text-books. It was further proposed that the ablest Samoan students from these village schools should be selected for placing in an accelerate school where they would be taught by highly qualified teachers in a better educational environment. This school (which is now to be known as Samoa College) would have both primary and secondary departments. After receiving three or four years of secondary education in this school, the majority of its students would enter the Administration as clerks, accountants, or typists, or continue training in other institutions as nurses and teachers. Those showing particular aptitudes would be sent abroad for suitable specialized training, while those of outstanding general intellectual ability would enter the New Zealand University to qualify as doctors, lawyers, teachers, &c.

Education Committee

Permanent contact between the political representatives and the Department of Education is maintained through the Education Committee of the Legislative Assembly. The Committee comprises the Fautua, three Samoan members and one European member of the Legislative Assembly, and the Superintendent of Schools, who is at present Chairman. It met regularly throughout the year and was mainly concerned with working out the details of the new educational plan. A number of difficult problems involving the reorganization of existing schools and the foundation of new ones have had to be tackled, and at times decisions made in the interests of the many have brought criticism from interested minorities. Such work has increased the understanding by all concerned of the factors involved. The Samoan members, in particular, have gained a new opportunity of studying the difficulties of translating general policy into terms of practical administration. Administrative officials, on the other hand, have come to know more intimately the doubts and aspirations of the Samoan people.

Administrative Structure

The Government schools system is controlled by the Department of Education, which also seeks to co-ordinate its own policy and that of the missions and Churches which are active in the educational field. The head of the Department is the Superintendent of Schools. He is assisted by two New Zealand seconded teachers who are concerned mainly with the organization and supervision of the village schools. Working with these officers are the members of the Samoan inspectorate—a Samoan Senior Inspector attached to the Head Office, and seven Samoan Inspectors each in charge of a district.

During the year several meetings were held with the mission education authorities to discuss the compilation of *Samoan School Journals* and other educational matters.

Liaison is maintained with the New Zealand educational authorities through the Officer for Islands Education in Wellington.

Buildings.—During the year, £2,000 was granted for the erection of the Aleisa School, an open building at Malifa was converted into a primary-school office, and a sanitary block was completed. Considerable repairs were effected to other schools.

School Equipment.—A sum of £2,980 was voted for the purpose of equipping the schools, and considerable quantities of blackboards, desks, tables, cupboards, maps, &c., have been supplied.

GOVERNMENT SCHOOLS AND CURRICULA

Samoa Village Schools.—Scattered throughout the islands of Upulo, Savai'i, Manono, and Apolima are 101 of these schools, in which are enrolled 12,246 pupils. They are staffed entirely by Samoan teachers, and all instruction with the exception of English is given in the vernacular. The schools are grouped into seven districts each under the guidance of a Samoan Inspector who is responsible for their organization and supervision. Where there is a Government school the villagers are responsible for the erection and maintenance of the school building. The Government pays the salaries of the teachers and equips the schools, but the village must house the teachers and supply their food. In the best of these schools the highest class approximates a New Zealand Standard 4 level, but the average school reaches only about the level of Standard 2.

For an hour in each of four mornings of the week educational broadcasts to the village schools are made over Radio Station 2AP. These broadcasts are expanded and supplemented by a publication, generally of about forty pages, called *Tomatau i Faiaoga-Samoa* (or *The Teachers' Monthly Guide*), which is distributed to all schools. The broadcasts, in conjunction with the *Guide*, have done much to stimulate the teaching in these schools. Another innovation of importance has been the institution of a monthly *Samoa School Journal*.

Encouraging features during the past year have been the enrolment of children at a much younger age, the better attendance of pupils, and the keen desire of many villages to have Government schools opened. There are definite signs that the standard of work is improving.

The largest of the schools of this grade is the Malifa Primary School, in Apia. It has 750 pupils on its roll and is able—as a result of its size and of its position in Apia—to offer some advantages which the village schools cannot. Three seconded New Zealand teachers have been appointed to the Malifa staff, and the school has been equipped throughout with desks.

Next year it is intended to form an intermediate school to take Standard 5 and Standard 6 pupils from both Malifa and Leifiifi. It will be staffed by New Zealand teachers.

Samoa Middle Primary Schools.—There are three of these—Avele Boys' School, Vaipouli Boys' School, and Malifa Girls' School. They cater for Samoan pupils from Standard 2 to Standard 6. Each year a selection is made of the most promising pupils from the village primary schools, and these are enrolled in the middle schools.

Avele Boys' School, in Upolu, is a residential school having a roll of 120. The Headmaster is a New Zealand seconded teacher who has on his staff another New Zealand teacher and several Samoan teachers. The boys grow all their own food. They pay a small annual fee to cover the cost of text-books, stationery, sports material, and medical attention. Vaipouli Boys' School, in Savai'i, is also residential. The present roll is 32. This school follows much the same curriculum as that at Avele, but the teaching staff are all Samoans. It is hoped to rebuild and enlarge this school in the near future and to place it in charge of a New Zealand teacher. Malifa Girls' School is a day school situated in Apia and having a roll of 130. A New Zealand seconded teacher is in charge, and in addition there are on the staff another New Zealand teacher, local European teachers, and a Samoan teacher.

In all these schools the teaching is in English and the curriculum approximates that of New Zealand primary schools. In the past they have been the only Government accelerate schools for Samoan students, and because of this their work has been largely

academic. From these schools have come many students who have become medical practitioners, nurses, traders, clerks, and teachers. Under the new scheme it is hoped to establish an accelerate school for both boys and girls, and in that case the curriculum for the middle schools will be made less academic and more practical by including handicrafts, agriculture, and domestic science.

The work of the middle schools shows a definite improvement, due, no doubt, to the enrolment of a better class of students from the village schools, better staffing, and the supplying of more teaching aids and equipment.

European Primary Schools.—There are two of these schools—Leifiifi and Aleisa. Leifiifi School is a day school, running from Primer I to Standard 6, and drawing its 650 pupils from Apia and its neighbourhood. It is staffed by a Headmaster, six New Zealand teachers, and a number of local European teachers. The school is greatly overcrowded and provision is being made for additional buildings. All teaching is in English, and the syllabus approximates that of New Zealand primary schools. The pupils are mainly of part-Samoan descent, and for most of them Samoan, not English, is the language of their homes. As a result, the age level of pupils is considerably higher, class for class, than that in New Zealand schools.

The Aleisa School serves the Aleisa European settlement, eleven miles from Apia. The school is housed in a small church building, but during the present year a grant was made in the estimates of £2,000 for a school building. The construction has been undertaken by the Aleisa settlers, and the building is now nearly completed. There are 120 children enrolled. The school is conducted along much the same lines as Leifiifi. It is staffed by local European teachers.

Leifiifi Post-primary School.—This school provides a secondary education for pupils who have passed through Leifiifi School or one of the Samoan middle schools. With a roll of 40 students, European and Samoan, it has nearly doubled its numbers this year. It is staffed by two New Zealand teachers, and students may take an academic or a commercial course up to New Zealand School Certificate standard. An additional class-room has been acquired, but still further accommodation will be needed before a further increase in enrolment can be handled.

TEACHERS' TRAINING

Future advance in Samoan education is dependent on the scale and quality of the programme for training primary-school teachers. On account of the rapid increase in population, this is likely to be a continual bottle-neck unless the most strenuous efforts are made. To deal with the situation several important changes have taken place:—

- (1) The training college roll has been increased from 45 to 92.
- (2) The course of training has been increased from a period of two years to three years, the first year being given entirely to a broadening of the students' general education and the second and third years being taken up largely in teacher training and teaching practice.
- (3) The training college staff has been increased to three New Zealand teachers by the addition of an infant specialist.
- (4) In addition to the model school, the Malifa Primary School, with a roll of 750, has been attached to the training college as a practising school for students. This year all Government schools, both European and Samoan, are available for student-teaching observation and practice. In this way, students will learn much while under the direction of the sixteen New Zealand seconded teachers who are working in the various schools.
- (5) Students' allowances have been increased. The new scale rises from £30 per annum in the first year to £42 per annum in the third year.

It is hoped that ultimately the training college will have a roll of 150 student teachers, which will then allow of 50 teacher graduates each year. The increase in the number of candidates reflects the rising interest of the Samoans in education and the improved status of the teaching profession. This year 300 students sat the Entrance Examination to the college, thus allowing a fairly careful selection to be made.

ADULT EDUCATION

This year there was opened at Leififi a night school for adults. The demand for enrolment far outran the accommodation and the staff available for conducting these classes, which, as a result, had to be restricted in certain subjects. A survey revealed that students wished to attend classes in the following subjects: English, social studies, book-keeping, mathematics, and arithmetic. Courses of study were drawn up in each of these subjects and 150 students were enrolled. Examinations will be set at the conclusion of the course and students who are successful will be awarded certificates of merit. The majority of students are either employees in the Public Service or in business firms or are school-teachers.

Classes are held from 7 p.m. to 9 p.m. on five nights a week. The students pay fees at the rate of one guinea a subject per year. Five New Zealand teachers and a qualified accountant comprise the teaching staff. The keenness shown by the students is evidenced that these classes are helping to meet the need for adult education.

SCHOLARSHIPS

This year an additional 10 Samoan and European students were selected by competitive examination and sent to New Zealand for higher education. Since the scholarship scheme was inaugurated in 1945, 51 students have been awarded scholarships. The scholastic records of many of these students in various New Zealand schools have been excellent. Their keenness and good conduct have been highly commended by the Principals of the schools they are attending. At the close of 1948, 26 students who had been three or more years in New Zealand returned to Samoa for their summer vacation. It was evident from their speech and general bearing that education in New Zealand had done much for them.

The annual reports of the students disclosed that two had passed the University Entrance Examination, six gained Leaving Certificates, and many others were placed very high in their classes. Seven have now left school and are receiving further training in New Zealand, as follows: one in nursing, two in engineering, one in surveying, and three clerical cadets in Government Service. A survey has been made of the requirements for trained personnel in the various branches of the Samoan Public Service so that as the scholarship students complete their general education they may be directed towards specialized courses which will fit them for vacancies that exist.

MISSION SCHOOLS

The Samoan Church (London Missionary Society) and the Methodist, Roman Catholic, Latter Day Saints, and Seventh Day Adventist Missions all maintain schools. In addition to religious teaching, these schools all give a greater or lesser degree of secular instruction. In some instances the curriculum is similar to that of the Government schools. The mission schools are not subject, as regards their organization, staffing, or curricula, to Government control; but it is the aim of the Department, by exchange of views with the missions, to reach agreement on the elements of the syllabuses for both primary and secondary education.

The lowest grade of mission school is that conducted in every village by the local pastor. These schools aim to make their pupils literate in Samoan and to teach them arithmetic. The almost universal literacy which has prevailed in the Territory for a long time past is an indication of their success. Beyond this minimum of formal secular education they do not attempt to go—the more advanced teaching of the pastor is in the field of religion. Like the Department, the missions have also established other more advanced primary schools. These include schools, on the lines of Leififi, maintained by the Marist Brothers, the Marist Sisters, and the London Missionary Society in Apia. The Marist Sisters' school is the only one in the Territory which conducts commercial classes for girls. Two missions have established post-primary schools with a partially academic curriculum. The highest education institutions maintained by the missions are the colleges, which train pastors and catechists.

LIBRARIES

There are no libraries in the Territory, though school libraries in the major schools are being built up, and the question of public libraries is receiving attention.

RADIO BROADCASTING

The Territory has one broadcasting-station, which is operated by the Broadcasting Department of the Government. It uses the call-sign 2AP and transmits on a frequency of 1,420 kc./s., with an aerial input power of 250 watts. The station went on the air for the first time on 31st January, 1948. At the end of the year under review the final stage in the equipment of the station was reached with the arrival in the Territory of the permanent transmitting aerial, a quarter-wave vertical radiator, consisting of an insulated steel tower 173 ft. in height.

The normal operating schedule consists of five morning transmissions and five evening transmissions weekly. The morning broadcasts are educational ones conducted by the Education Department from its own studio at Leififi. On Sunday the station comes on the air for the transmission of a religious service. The evening programmes on week-days consist of music, talks, news, recorded variety and dramatic features, &c. There are regular programmes by Samoan choirs, which are very popular with listeners in the villages.

In addition to its normal programmes, the station broadcasts important public ceremonies. During the year outside broadcasts included the Flag Raising Ceremony on 1st June, the opening of the first session of the new Legislative Assembly on the following day, the arrival and reception of the Governor-General of New Zealand in July, the arrival in March, 1949, of the new High Commissioner, and other important occasions. Great interest centres upon formal occasions of this kind in Samoa. The broadcasts of these are therefore normally recorded and transmitted again in the evening programmes for those whose work prevented them hearing the original presentation.

The complete equipment of the station was provided by a grant from the New Zealand Government, with the primary aim of providing a new source of interest, information, and entertainment for the people of the Samoan villages. Further to promote this end the New Zealand Government presented 150 radio receivers for free distribution to villages. A further 125 receivers have since been purchased by the Samoan Government. The receivers have been specially designed for Samoan conditions, and in order to prevent the too rapid exhaustion of batteries they are permanently tuned to the frequency of the local station. The sets are serviced by the Radio Department and maintained at the cost of the Samoan Government.

No rent or licence fee is payable by villages for these sets. Individual owners of radio receivers are required to obtain a licence, the number of such licences issued during the year being 328.

I. PUBLICATIONS

A list of Legislative measures enacted during the year under review is given in Appendix IV. Copies of these enactments were forwarded to the Librarian, United Nations Organizations, as published.

J. RESEARCH

Education

Relatively little research work, either in the field of the natural or that of the social sciences, has been undertaken under the direct control of the Government of Western Samoa. This is a direct consequence of the small size and limited resources of the Territory, which prevent the foundation of permanent research institutions. Some useful work has been done, however, by individual officers in their spare time, mainly in tropical medicine and sociology. Where research has been carried out on a more ambitious scale, it has generally been of two types: work undertaken by scientists sent to the Territory by the New Zealand Government to investigate some specific problem of pressing importance, or work sponsored by some private scientific foundation or university. There is still a very wide range of problems which would repay investigation from the point of view of pure science, as well as from that of practical administration.

In respect of applied research, the Territory expects to benefit substantially from the establishment of the South Pacific Commission. There are many problems—in agriculture, medicine, education, &c.—which occur in essentially similar forms in a number of Pacific island areas. With the creation of an organization representing all administering Powers in the South Pacific, it has become more feasible to study them scientifically, as resources can now be pooled and existing knowledge readily exchanged.

THE APIA OBSERVATORY

The only full-time scientific institution in the Territory is the Apia Observatory. This was established during the period of German rule to undertake geophysical research. It is now maintained and controlled by the New Zealand Department of Scientific and Industrial Research. Its work covers the fields of terrestrial magnetism, seismology, meteorology, and some aspects of oceanography.

Terrestrial Magnetism

Continuous recordings of the three components of the earth's magnetic field are made. From the records so obtained hourly values of declination, horizontal force, and vertical force are deduced and forwarded to interested institutions throughout the world. In addition, data pertaining to magnetic storms and their effects on radio propagation conditions is also distributed.

Seismology

Continuous recordings of seismic disturbances have been kept for many years. Due to the isolation of the islands, the nearest observations are too far away to record many of the less intense local earthquakes that are recorded here. The station is therefore the only one that covers the surrounding region of the earth's surface. The existing seismographs are nearly fifty years old, but still continue to give satisfactory service. A modern seismograph constructed in New Zealand was installed at the Observatory late last year. Analyses of all earthquakes recorded are forwarded quarterly to most of the other observatories of the world.

Meteorology

A complete meteorological station is maintained and staffed by the New Zealand Air Department and co-operates with all surrounding stations in supplying data for synoptic and climatological work. With the exception of the provision for radio-sonde work, the station is up to date in every way.

Oceanography

The only branch of this science conducted by the Observatory is the recording of tide heights and times, together with sea temperatures and sea densities. The results are forwarded monthly to the United States Coast and Geodetic Survey.

MEDICAL RESEARCH SURVEY

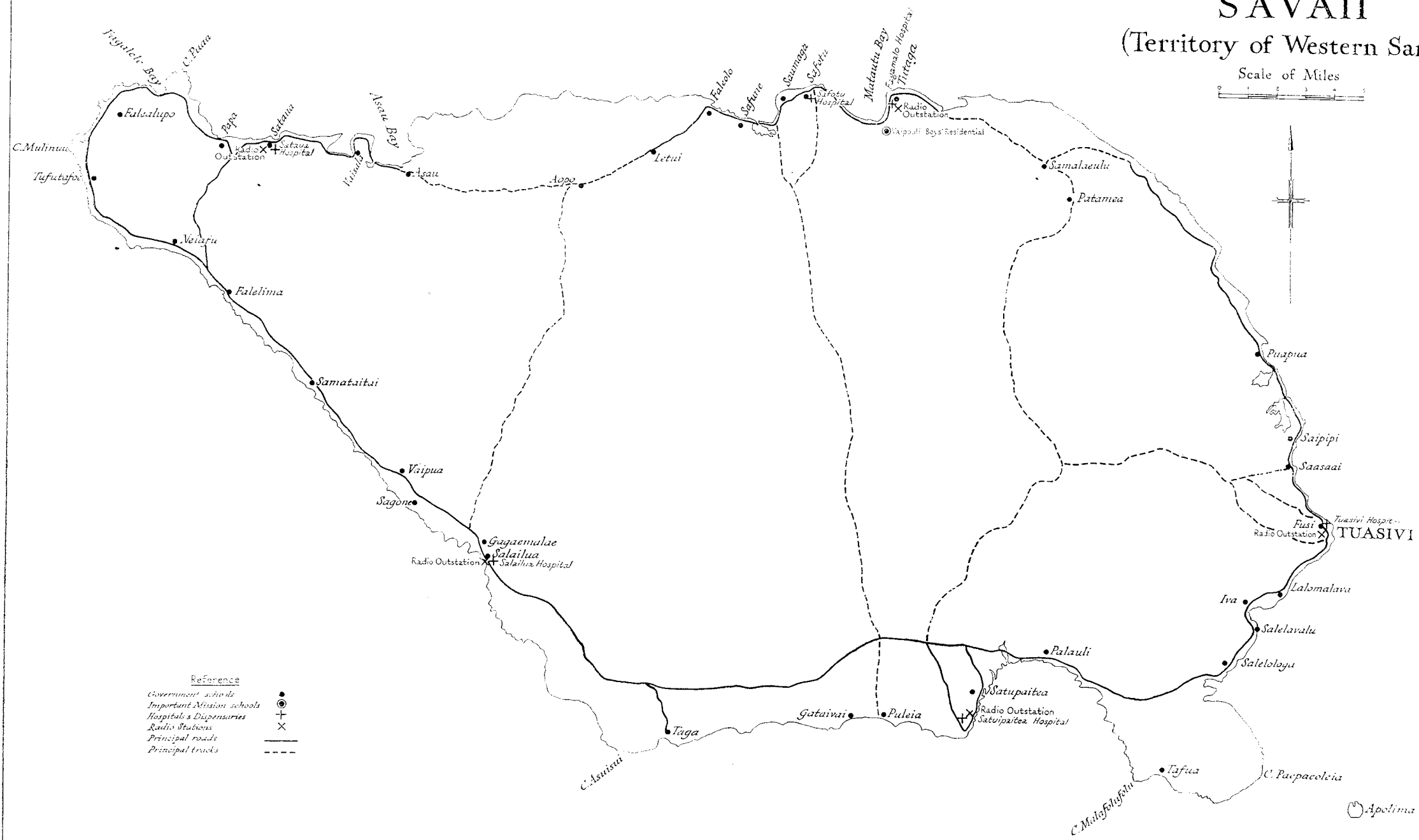
In December, 1948, the New Zealand Medical Research Council sent a research survey team to Samoa consisting of three doctors and a technician. The function of this team was to examine the field in view of reports and recommendations which had been made to determine the most urgent research problems.

The main subjects examined were the prevalence and nature of tuberculosis, the general health status of a Samoan village, filariasis, leptospirosis, and fungus diseases. Two months' field-work clarified the issues in these fields and has made possible the preparation of detailed research projects. The Medical Research Council has framed proposals for the continuance of this work on a long-term basis.

SAVAI'I

(Territory of Western Samoa)

Scale of Miles
0 1 2 3 4 5



Reference
Government schools
Important Mission schools
Hospitals & Dispensaries
Radio Stations
Principal roads
Principal tracks

Apolima

Manono

UPOLU

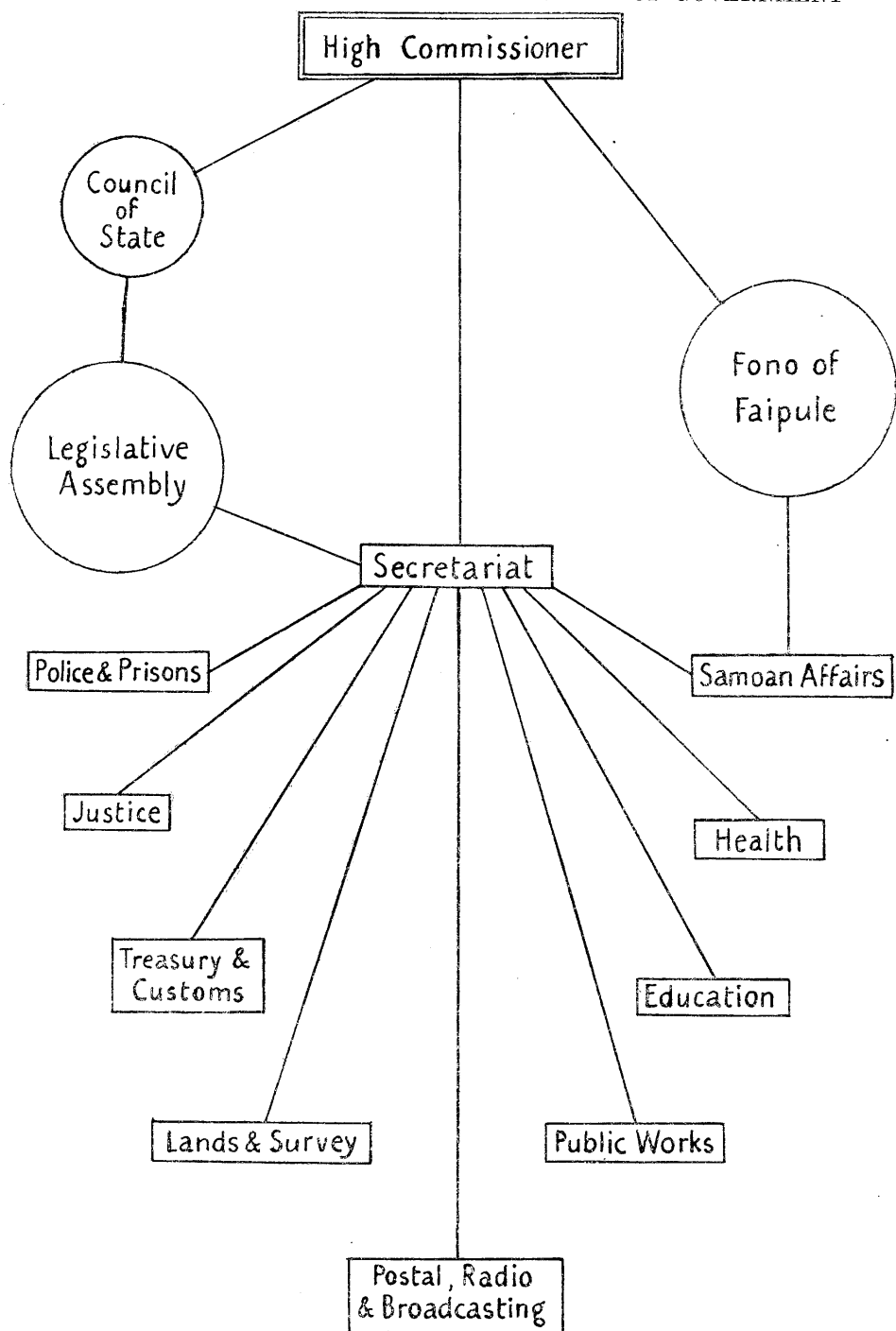
APPENDICES

APPENDIX I.—POPULATION OF THE TERRITORY, 1944-49

	Europeans.			Part-Samoans.			Samoans.			Chinese.			Melanesians.			Totals.		Grand Total.
	M.		Total.	M.		Total.	M.		Total.	M.		Total.	M.		Total.	M.	F.	
31st March, 1944	183	119	302	1,621	1,486	3,107	31,203	30,295	61,598	310	3	313	76	1	77	33,339	31,904	65,297
Births ..	3	4	7	67	61	128	1,127	1,034	2,161	..	..	..	..	..	..	1,197	1,099	2,296
Deaths ..	2	2	4	7	5	12	365	282	647	8	1	9	2	..	2	384	288	672
Arrivals ..	111	98	209	218	269	487	1,738	1,137	2,875	..	..	..	..	..	..	2,067	1,504	3,571
Departures ..	64	45	109	228	309	537	1,805	1,279	3,084	1	..	1	..	..	..	2,098	1,633	3,731
31st March, 1945	231	176	407	1,671	1,502	3,173	31,898	30,905	62,803	301	2	303	74	1	75	34,175	32,536	66,761
Births ..	4	1	5	68	68	136	1,114	944	2,058	..	..	..	..	..	..	1,186	1,013	2,199
Deaths ..	2	1	3	6	10	16	291	214	505	4	..	4	..	..	..	303	225	528
Arrivals ..	126	78	204	233	260	493	1,536	1,114	2,650	1	1	2	..	..	..	1,896	1,453	3,349
Departures ..	106	77	183	258	324	582	1,418	1,084	2,502	..	..	..	..	..	..	1,782	1,485	3,267
31st March, 1946, as adjusted to census of 25th September, 1945	217	149	366	2,712	2,333	5,045	32,310	30,933	62,243	298	3	301	74	1	75	35,611	33,419	69,030
Births ..	3	1	4	55	43	98	1,536	1,363	2,899	..	..	..	..	..	..	1,594	1,407	3,001
Deaths ..	1	1	2	8	3	11	356	282	638	4	..	4	12	..	12	351	286	607
Arrivals ..	225	131	356	268	298	566	1,286	1,011	2,297	..	..	..	..	..	..	1,779	1,540	3,219
Departures ..	231	121	352	329	335	664	1,203	903	2,106	1	..	1	..	..	..	1,704	1,359	3,123
31st March, 1947	213	159	372	2,698	2,336	5,034	33,573	32,122	65,675	293	3	296	62	1	63	38,839	34,621	71,460
Births ..	7	1	8	56	61	117	1,274	1,122	2,396	..	..	..	..	..	..	1,337	1,184	2,521
Deaths ..	2	1	3	8	9	17	365	302	667	5	..	5	..	..	..	330	312	692
Arrivals ..	228	127	355	162	201	363	1,063	784	1,847	1	1	2	9*	..	9	1,493	1,112	2,605
Departures ..	238	178	416	185	203	388	1,251	871	2,122	1	1	2	..	..	..	1,705	1,253	2,958
31st March, 1948	208	108	316	2,723	2,386	5,109	34,204	32,855	67,149	288	2	290	71	1	72	37,584	35,352	72,936
Births ..	1	1	2	140	123	263	1,382	1,446	3,028	..	..	..	..	..	..	1,723	1,570	3,293
Deaths ..	3	2	5	24	3	7	356	318	674	6	..	6	..	..	..	368	322	690
Arrivals ..	232	123	355	245	265	510	1,691	1,090	2,787	1	..	1	..	..	..	2,169	1,484	3,653
Departures ..	229	144	373	251	248	499	1,749	1,115	2,864	105	..	105	..	..	..	2,304	1,507	3,811
31st March, 1949	209	88	297	2,884	2,522	5,406	35,462	33,964	69,426	178	2	180	71	1	72	38,804	36,577	75,381

* Adjustment only.

APPENDIX II—ADMINISTRATIVE STRUCTURE OF GOVERNMENT



APPENDIX III—INTERNATIONAL AGREEMENTS

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

A. MULTILATERAL

Air—

- 12 October 1929, Warsaw. Convention and additional protocol *re* unification of rules relative to international aerial transport. New Zealand acceded 6 April 1937.

Commerce, Navigation, and Customs—

- 24 September 1923, Geneva. Protocol on arbitration clauses in commercial matters. New Zealand acceded 9 June 1926.
 3 November 1923, Geneva. International convention relating to the simplification of customs formalities and protocol of signature. New Zealand acceded 29 August 1924.
 9 December 1923, Geneva. Convention and statute on the international regime of maritime ports and protocol of signature. New Zealand acceded 1 April, 1925.
 5 July 1930, London. International load-line convention. New Zealand acceded 1 October, 1932.

Economic—

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

Labour—

- 17 November 1921, Geneva. Convention *re* application of weekly rest in industrial undertakings. Ratified by New Zealand 29 March 1938.
 28 June 1930, Geneva. International convention concerning forced or compulsory labour. Ratified by New Zealand 29 March 1938.
 20 June 1936, Geneva. Convention concerning the regulation of certain special systems of recruiting workers. Ratified by New Zealand 8 July 1947.
 27 June 1939, Geneva. Convention concerning the regulation of written contracts of employment of indigenous workers. Ratified by New Zealand 8 July 1947.
 27 June 1939, Geneva. Convention concerning penal sanctions for breach of contracts by indigenous workers. Ratified by New Zealand 8 July 1947.

Narcotic Drugs—

- 19 February 1925, Geneva. International convention relating to dangerous drugs with protocol. New Zealand acceded 17 February 1926. Convention supplemented by Geneva convention of 13 July 1931 and amended by protocol of 11 December 1946.
 13 July 1931, Geneva. International convention and protocol for limiting the manufacture and regulating the distribution of narcotic drugs. New Zealand acceded 17 June 1935. Amended by protocol of 11 December 1946.

Patents—

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

Peace—

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

Political—

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

Postal—

- 23 May 1939, Buenos Aires. Universal postal convention with final protocol, regulations of execution and provisions, &c. Ratified 5 October 1940.
 23 May 1939, Buenos Aires. Agreement and final protocol concerning insured letters and boxes. Effective 1 July 1940.

Residence—

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

Sanitary—

- 21 June 1926, Paris. International sanitary convention with protocol of signature. New Zealand acceded 10 March 1928.
- 15 January 1945, Washington. International sanitary convention modifying the international sanitary convention of 21 June 1926. New Zealand acceded 21 May 1945.
- 15 January 1945, Washington. International sanitary convention for aerial navigation, modifying the international sanitary convention for aerial navigation of 12 April 1933. New Zealand acceded 21 May 1945, with reservations respecting Western Samoa. Convention of 1933 signed on behalf of New Zealand but not ratified.

Social—

- 12 September 1923, Geneva. Convention for the suppression of the circulation of, and traffic in obscene publications. New Zealand acceded 11 December, 1925.
- 25 September 1926, Geneva. International convention with the object of securing the abolition of slavery and the slave trade. New Zealand acceded 18 June 1927.
- 2 June 1928, Rome. International convention for the protection of literary and artistic works. New Zealand acceded 4 December 1947.

Telecommunications—

- 9 December 1932, Madrid. International telecommunication convention. Ratified by New Zealand 5 March 1934.
- 4 April 1938, Cairo. Traffic regulations annexed to the international telecommunication convention (Madrid 1932) and final protocol. Effective 1 January 1939.
- 4 December 1945, Bermuda. Agreement by the Governments represented at the Bermuda telecommunications conference.

Transit—

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

Trusteeship—

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

B. BILATERAL

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

Abolition of Visas—

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

Air—

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

Commerce—

- Egypt. 18 and 22 June 1930. Exchange of notes establishing a commercial "*modus vivendi*."
- Persia. 21 March 1920, Teheran. Commercial agreement modifying commercial convention of 1903.
- Soviet Union. 16 April 1930, London. Temporary commercial agreement.

Customs—

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

Extradition—

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

Legal Proceedings in Civil and Commercial Matters—

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

France. 24 August and 27 September 1927, London. Convention respecting legal proceedings in civil and commercial matters, acceded to by exchange of notes.

23 February, 11 March, 1 and 27 April 1937, Paris. Convention and protocol providing for the reciprocal enforcement of judgments in civil and commercial matters. Acceded to by New Zealand under article 13 (i) of the Convention.

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

Narcotic Drugs—

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

Real and Personal Property—

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

Trade—

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

APPENDIX IV—LEGISLATION

1. The Legislative Assembly has enacted, and the High Commissioner assented to, the following Ordinances during the year :—

The Appropriation Ordinance 1948.

The Civil List Ordinance 1948.

The Copra Ordinance 1948.

The Copra Board Ordinance 1948.

The Law Reform Ordinance 1948.

The Imprest Supply Ordinance 1948.

The Imprest Supply Ordinance (No. 2) 1948.

The Public Revenues Ordinance 1948.

2. The following Acts applying to the Territory were passed by the New Zealand Parliament during the period under review :—

British Nationality and New Zealand Citizenship Act, 1948, passed 6 September, 1948.

Civil Aviation Act, 1948, passed 26 August, 1948.

3. The following Orders in Council made during the year apply in Western Samoa :—

The British Nationality and New Zealand Citizenship Regulations 1949 (1949/7).

The Money-order Regulations 1949 (1949/28).

The Patents, Designs, Trade-marks, and Copyright (Treaties of Peace with Italy, Roumania, Bulgaria, Hungary, and Finland) Regulations 1948 (1948/136).

The Patents (London Accord) Regulations 1948 (1948/164).

The Post Office Savings Bank Regulations 1948 (1948/91).

The Public Trust Office Amending Regulations 1948 (1948/120).

The Samoa Reserved Enactments Regulations 1948 (Serial Number 1948/85).

The Western Samoa Audit Regulations 1948 (1948/146).

The Western Samoa Exchange Control Regulations 1948 (1948/199).

APPENDIX V—JUSTICE AND PENAL ADMINISTRATION

(a) COURT STATISTICS

High Court

<i>Civil Actions</i>				<i>Criminal Prosecutions</i>			
Court sittings (days)	..	..	39	Court sittings (days)	..	..	162
Actions heard (including divorce cases)	..	..	76	Persons charged	..	..	1,628
Judgments given	..	..	54	Convictions recorded	..	..	1,323
Actions struck out	..	..	22	Cases dismissed on merits	..	..	117
Total amount for which judgments were given	..	..	£551	Charges withdrawn or struck out	..	..	188

Native Land and Titles Court

Number of sessions	..	..	3
Number of sitting-days	..	..	84
Petitions dealt with	..	..	57
Number of persons attending	..	..	4,022

(b) PRISONERS IN VAIMEA AND TAFU'IGATA PRISONS

				In Custody, 31st March, 1948.	Admitted.	Discharged.	In Custody, 31st March, 1949.
Samoans, male	..	..	..	108	160	164	104
Samoans, female	..	..	..	2	5	6	1
Europeans, male	..	..	..	4	7	5	6
Nineans, male	..	..	..	4	1	..	5
Other Polynesians, male	..	..	..	..	1	..	1
Chinese	..	..	..	..	..	..	..
Totals	..	..	..	118	174	175	117

Daily averages—				Greatest number of prisoners in custody	..	118
Prisoners in custody	..	..	95.96	Smallest number of prisoners in custody	..	82
Prisoners sick in prison	..	..	1.66	Escapes	..	15
Prisoners sick in hospital	..	..	1.59	Deaths	..	1

APPENDIX VI—PUBLIC FINANCE

(a) RECEIPTS AND PAYMENTS (1), 1925-26 TO 1948-49

Year.	Receipts of Public Revenue of the Territory.	Payments.	Deficit or Surplus.	Subsidy from New Zealand.	Final Surplus or Deficit.
	£	£	£	£	£
1925-26	128,638	145,687	-17,049	21,400	+ 4,351
1926-27	113,812	141,710	-27,898	20,000	- 7,898
1927-28	106,038	143,421	-37,383	20,000	- 17,383
1928-29	121,904	157,829	-35,829	47,374*	+ 11,449
1929-30	131,416	150,728*	-19,312*	39,448*	+ 20,136
1930-31	130,385	140,288*	- 9,903*	21,000	+ 11,097
1931-32	109,040	128,936*	-19,896	..	- 19,896*
1932-33	105,920	98,166	+ 7,754	..	+ 7,754
1933-34	90,613	89,955	+ 658	..	+ 658
1934-35	78,808	76,505	+ 2,303	..	+ 2,303
1935-36	111,867	100,736	+11,131	..	+ 11,131
1936-37	117,909	116,613	+ 1,296	..	+ 1,296
1937-38	139,450	139,070	+ 380	..	+ 380
1938-39	123,803	119,233	+ 4,570	..	+ 4,570
1939-40	131,416	135,648	- 4,232	..	- 4,232
1940-41	107,708	110,000	- 2,292	..	- 2,292
1941-42	100,883	101,492	- 609	..	- 609
1942-43	212,996	203,492	+ 9,504	..	+ 9,504
1943-44	278,092	227,220	+50,872	..	+ 50,872
1944-45	281,033	225,879	+55,154	..	+ 55,154
1945-46	284,292	231,527	+52,765	..	+ 52,765
1946-47	334,838	231,236	+103,602	..	+103,602
1947-48	548,682	359,285	+189,397	..	+189,397
1948-49	500,338	464,520	+35,818	..	+35,818

* (1) Includes expenditure on extra police : £27,374 in 1928-29, £19,448 in 1929-30, £16,561 in 1930-31, and £10,412 in 1931-32; (2) does not include subsidies for specific purposes received from New Zealand from 1945-46 onwards.

(b) RECEIPTS AND PAYMENTS (2), 1920-21 TO 1948-49

Year.	Receipts from External Sources.		Receipts from Internal Sources.	Repayment of Loans.	Amounts spent on			
	Loans and Advances.	Non-recoverable Grants.			Education.	Samoa Affairs.	Public Health.	Public Works.
	£	£	£	£	£	£	£	£
1920-21	44,336	..	149,027	..	3,176	15,196	15,840	13,796
1921-22	49,229	16,000	119,569	..	5,237	17,232	22,690	15,418
1922-23	20,777	16,000	115,250	..	6,846	15,481	25,715	12,549
1923-24	5,658	24,000	109,917	..	6,556	15,856	23,995	21,191
1924-25 .. ..	..	19,140	111,774	..	7,609	16,425	24,425	24,737
1925-26	5,000	21,400	128,638	..	9,131	16,740	25,761	26,555
1926-27	31,000	20,000	113,812	..	9,688	15,927	25,911	20,016
1927-28	16,500	20,000	106,038	..	10,222	15,788	25,597	16,842
1928-29	25,700	47,374	121,904	8,000	7,738	12,278	24,367	13,606
1929-30 .. ..	..	39,448	131,416	..	6,955	9,882	18,016	17,005
1930-31 .. ..	..	21,000	130,385	..	7,439	9,698	18,224	15,726
1931-32	6,000	..	109,040	6,000	6,794	8,465	17,824	15,797
1932-33 .. ..	..	..	105,920	26,155	5,459	6,965	21,819	11,908
1933-34 .. ..	..	..	90,613	3,000	5,097	7,010	17,150	10,632
1934-35 .. ..	..	..	78,808	4,335	4,910	5,385	13,937	9,111
1935-36 .. ..	..	..	111,867	..	4,877	5,539	17,797	20,222
1936-37 .. ..	..	..	117,909	9,770	5,619	6,810	19,636	28,030
1937-38 .. ..	..	..	139,450	9,745	7,539	7,820	22,579	31,436
1938-39 .. ..	..	..	123,803	4,855	8,553	8,433	25,904	25,556
1939-40 .. ..	..	..	131,416	5,130	9,526	8,928	29,147	29,757
1940-41 .. ..	..	..	107,708	5,370	9,954	10,121	27,815	14,795
1941-42 .. ..	..	..	100,883	5,625	9,381	8,517	26,844	11,937
1942-43 .. ..	..	..	212,996	10,890	9,657	8,176	25,153	18,099
1943-44 .. ..	..	..	278,092	71,081	10,099	9,165	29,814	54,749
1944-45 .. ..	..	..	281,033	9,242	15,921	10,086	36,036	59,787
1945-46 .. ..	..	..	284,292	..	18,549	15,666	50,699	72,440
1946-47 .. ..	..	..	334,838	..	28,610	18,327	65,492	50,134
1947-48 .. ..	..	..	548,682	..	39,681	19,681	78,426	138,958
1948-49 .. ..	..	..	500,338	..	46,855	20,555	89,707	165,987

NOTE.—Expenditure on buildings for the Education, Medical, and Samoa Affairs Departments included under correct headings from 1945-46, previous to 1945-46 included under "Public Works"

APPENDIX VII—TRADE AND COMMERCE

(a) IMPORTS AND EXPORTS: COUNTRIES OF ORIGIN AND OF DESTINATION, 1947 AND 1948 (CALENDAR YEARS)

—						1947.	1948.
<i>Imports</i>						£	£
New Zealand	..	..	..	..	..	289,892	380,149
Australia	..	..	..	..	..	133,396	102,958
United Kingdom	..	..	..	..	..	120,671	110,488
Canada	..	..	..	..	..	98,701	123,539
Fiji	..	..	..	..	..	23,338	38,605
India	..	..	..	..	..	12,927	32,154
United States of America	..	..	..	..	..	224,890	127,652
Other	..	..	..	..	..	19,958	45,483
Totals	..	..	..	..	..	923,773	962,028
<i>Exports</i>							
New Zealand	..	..	..	..	..	363,120	255,550
Australia	..	..	..	..	..	13,808	34,511
United Kingdom	..	..	..	..	..	671,558	597,185
Canada	..	..	..	..	..	245	51,638
United States of America	..	..	..	..	..	299,803	167,067
Other	..	..	..	..	..	3,236	2,307
Totals	..	..	..	..	..	1,351,770	1,108,258

(b) EXPORTS, IMPORTS, AND TOTAL TRADE, 1919 TO 1948

The following table shows trade figures at five-yearly intervals from 1919 to 1944 and for each of the last five years:—

Year.						Value of Exports.	Value of Imports.	Total Trade.
						£	£	£
1919	..	..	..	..	..	532,500	291,368	823,868
1924	..	..	..	..	..	361,418	274,803	636,221
1929	..	..	..	..	..	293,938	288,849	582,787
1934	..	..	..	..	..	128,117	92,784	220,901
1939	..	..	..	..	..	220,409	194,736	415,145
1944	..	..	..	..	..	391,317	460,764	852,081
1945	..	..	..	..	..	630,446	398,760	1,029,206
1946	..	..	..	..	..	719,050	478,695	1,197,745
1947	..	..	..	..	..	1,351,770	923,773	2,275,543
1948	..	..	..	..	..	1,108,858	962,028	2,070,886

APPENDIX VIII—PUBLIC HEALTH

(a) INFECTIOUS DISEASES REPORTED

—	1944-45.	1945-46.	1946-47.	1947-48.	1948-49.
Meningitis—					
Meningococcal	105	25	..	15	13
Pneumococcal	1	..	1	..	..
Tuberculosis (all forms)	98	103	48	174	167
Enteric fever	57	130	37	97	76
Paratyphoid fever	3	..	..	3	9
Malignant jaundice	39	48	71	*	*
Catarrhal jaundice	51	64	93	*	*
Infective hepatitis .. .. .	..	..	..	145	154
Pneumonia	425	184	244	170	110
Chicken-pox	4	19	9	64	24
Gonorrhoea	17	21	9	20	27
Dengue fever	120	..	1	7	11
Tetanus	2	1	4	13	10
Puerperal fever	19	9	8	16	19
Gas gangrene	1	1	..	..	..
Broncho-pneumonia .. .. .	..	..	73	150	165
Leprosy	5	10	5	6	18
Tuberculosis (other forms)	1	..	..	..	..
Dysentery (all forms) .. .. .	..	1	1	10	12
Conjunctivitis .. .. .	..	..	..	154	190
Erysipelas .. .. .	..	..	1	3	3
Infantile diarrhoea .. .. .	..	..	..	55	197

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

(b) HOSPITAL AND DISPENSARY STATISTICS, 1944-45 TO 1948-49

Admissions to Hospitals.	1944-45.	1945-46.	1946-47.	1947-48.	1948-49.
Apia Government Hospital—					
Europeans	596	632	573	713	882
Samoans	1,063	910	1,016	978	1,046
Chinese	93	86	106	27	34
Melanesians	55	7	3	3	3
Tokelaus and Niueans .. .. .	..	31	25	36	26
Totals	1,807	1,666	1,723	1,757	1,991
Tuasivi Hospital (Samoans)	147	100	171	173	198
Aleipata Hospital (Samoans)	187	151	127	171	236
Fagamalo Hospital (Samoans)	161	141	174	135	113
Sataua Hospital (Samoans)	112	99	125	46	175
Mulifanua Hospital (Samoans)	115	75	61	91	95
Poutasi Hospital (Samoans)	231	238	115	168	114
Leulumoea Hospital (Samoans) .. .. .	..	208	248	253	434
Sa'anapu Hospital (Samoans)	105	41	68	20	104
Fagaloa Hospital (Samoans)	188	83	52	100	89
Salailua Hospital (Samoans)	94	104	104	151	139
Satupaitea Hospital (Samoans)	70	59	95	189	196
Safotu Hospital (Samoans)	259	182	284	205	277
Lufilufi Hospital (Samoans)	62	207	284	412	378
Total in-patients	3,538	3,354	3,631	3,871	4,539
Out-patients at hospitals and dispensaries	69,939	77,214	99,104	98,744	115,991
Grand totals	73,477	80,568	102,735	102,615	120,530
Deaths in hospitals	158	153	142	183	226

In addition to the above, the following statistics of work carried out by the medical staff during 1948 are of interest :—

Visits by Medical Officer and Samoan medical practitioners	..	..	4,817
Hookworm treatments	..	..	7,796
Operations—			
Apia Hospital—			
Major	..	..	163
Minor	..	..	966
Outstations—			
Major	..	..	236
Minor	..	..	2,576
N.A.B. injections	..	..	106,675
Inductothermy treatments	..	..	66
Laboratory examinations	..	..	8,508
Electro-cardiograms	..	..	23
X-ray examinations	..	..	1,886

(c) DEATHS OF SAMOANS AT DIFFERENT AGES, 1944 TO 1948
(CALENDAR YEARS)

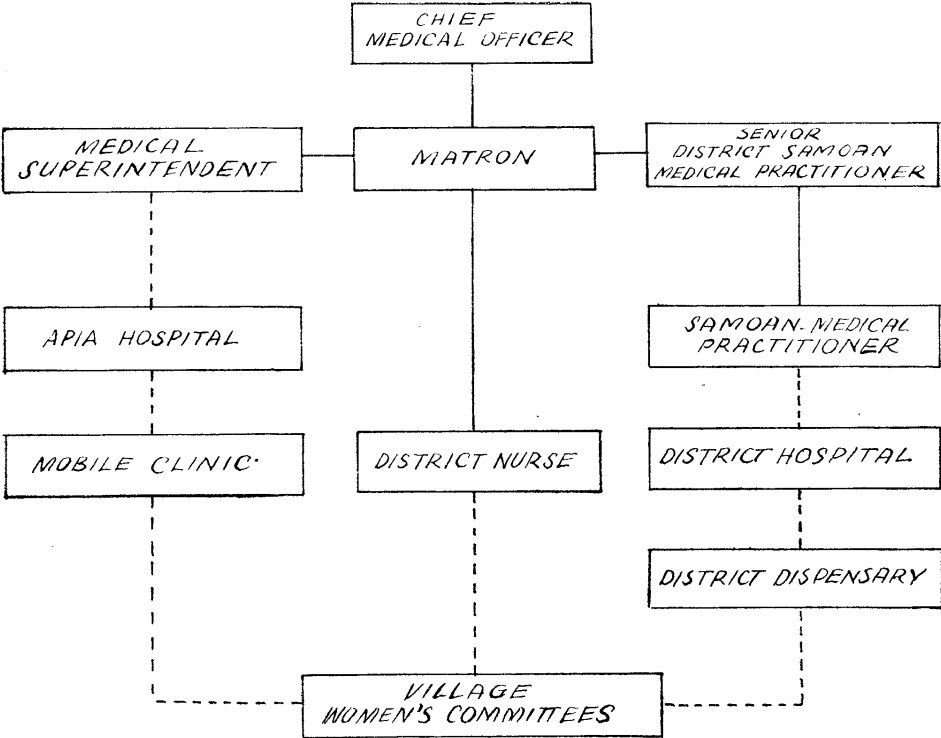
	Number of Deaths.					Percentage of Total Deaths.				
	1944.	1945.	1946.	1947.	1948.	1944.	1945.	1946.	1947.	1948.
Under 1 week ..	23	12	47	26	31	3.56	2.35	7.17	4.24	4.80
1 week to 1 month ..	11	4	23	17	14	1.70	0.77	3.50	2.77	2.17
1 month to 3 months ..	22	17	25	9	14	3.39	3.33	3.81	1.47	2.17
3 months to 6 months ..	22	11	25	20	27	3.39	2.15	3.81	3.26	4.19
6 months to 12 months ..	86	65	56	67	79	13.32	12.72	8.54	10.92	12.25
1 year to 2 years ..	71	70	66	74	93	10.98	13.70	10.06	12.07	14.42
2 years to 3 years ..	18	24	32	24	36	2.78	4.70	4.88	3.92	5.58
3 years to 4 years ..	19	16	18	12	15	2.93	3.13	2.75	1.96	2.33
4 years to 5 years ..	9	5	16	7	8	1.38	0.98	2.44	1.14	1.24
5 years to 10 years ..	48	31	40	33	30	7.42	6.07	6.09	5.39	4.65
Over 10 years ..	318	256	308	324	298	49.15	50.10	46.95	52.86	46.20
Totals ..	647	511	656	613	645	100.00	100.00	100.00	100.00	100.00

The Samoan infant-mortality rate (death under one year) was 58.04 per 1,000 births during 1948. Infant-mortality rates during the preceding twenty years are shown below :—

1927 ..	101	1934 ..	104.8	1941 ..	65.59
1928 ..	58	1935 ..	97.0	1942 ..	72.69
1929 ..	70	1936 ..	291.77*	1943 ..	124.42
1930 ..	61	1937 ..	89.30	1944 ..	75.8
1931 ..	111	1938 ..	73.79	1945 ..	53.8
1932 ..	121	1939 ..	83.56	1946 ..	64.05
1933 ..	114	1940 ..	73.80	1947 ..	56.94

*Due to epidemics of whooping-cough and measles; see report for 1936-37, page 22.

(d) MEDICAL ORGANIZATION



APPENDIX IX—EDUCATION

(a) GOVERNMENT SCHOOLS : GENERAL

Type of School.	Number of Schools.	Number of Teachers.	Roll Numbers.		
			Boys.	Girls.	Totals.
Village primary (Primer 1 to Standard 4)	101	256	5,808	6,438	12,246
Middle primary (Standards 2 to 6) ..	3	15	132	147	279
European primary (Primer 1 to Standard 6)	2	25	346	325	671
Post-primary (Forms III to V) ..	1	2	25	15	40
Teachers' Training College ..	1	3	44	48	92
Adult night school	1	5	..	..	..
Totals	108	301	..	..	..

Personnel of Education Department—

Superintendent of Schools	1	Teaching Staff—	
Assistant to the Superintendent of Schools ..	1	Seconded New Zealand teachers ..	16
Organizing infant specialist	1	Certificated European teachers engaged locally ..	1
Office staff	6	Uncertificated European teachers ..	26
Broadcasting staff	3	Samoaan Inspectors	8
Miscellaneous	4	Trainees	91

(b) GOVERNMENT PRIMARY SCHOOLS

Number of Schools.	Number of Teachers.			Number of Pupils.		
	Male.	Female.	Total.	Boys.	Girls.	Total.
101	128	120	248	5,808	6,438	12,246

Distribution of Primary Schools and Pupils

	Number of Schools.	Number of Pupils.		
		Boys.	Girls.	Total.
Upolu	63	3,519	3,699	7,218
Savai'i	36	2,200	2,655	4,855
Manono	1	61	57	118
Apolima	1	28	27	55
Territory	101	5,808	6,438	12,246

The number of schools represents an increase of three over the 1947–48 period. This is made up as follows :—

Six new schools were opened.

One village school was amalgamated with another to form a district school.

One school failed to function owing to dissension among the village people.

One of the two model schools attached to the Teachers' Training College was closed in the interests of greater efficiency.

NOTE.—(1) The figures given above include all the primary (or Grade II) Schools—i.e., all village schools, Malifa School, and the model school. They do not include the three middle primary schools.

(2) The number of teachers refers to the Samoa staff only, and the European teachers in Malifa and the Teachers' Training College have not been included.

(c) DENOMINATIONAL SCHOOLS

Mission or Church.	Pastor Schools.	Boys' Colleges.	Girls' Colleges.	Student Colleges.	Mixed Colleges.	Boys' Special Day Schools.	Girls' Special Day Schools.
London Missionary Society (Samoan Church)	176	1	1	1	..	1	..
Roman Catholic	91	1	11	1	7	2	2
Methodist	84	3	1	1	..	..	..
Latter Day Saints (Mormons) ..	..	..	..	..	..	..	..
Seventh Day Adventist ..	6	..	..	..	1	..	..

Mission or Church.	Pastor Teachers.	European Teachers.	Samoan Teachers.	Pupils.		Total.
				Boys.	Girls.	
London Missionary Society (Samoan Church)	176	3	24	7,206	6,740	13,946
Roman Catholic	97	33	45	2,604	2,560	5,146
Methodist	84	5	14	..	..	4,422
Latter Day Saints (Mormons) ..	3	8	30	395	425	820
Seventh Day Adventist	6	2	2	150	108	258

NOTE.—Student colleges are institutions which provide preliminary training for those who are to become pastors; boys' and girls' special day schools are primary schools of a higher grade than the pastors' schools—they are roughly equivalent to Government primary (Grade II) schools.

(f) RELATION OF ADMINISTRATION SAMOAN PRIMARY SCHOOLS TO
POPULATION DENSITY

District.	Population.	Pupils.	Per- centages.	District.	Population.	Pupils.	Per- centages.
Gaga'emauga ..	2,145	505	25	Aana 2 ..	1,682	218	12
Gagaifomaua ..	2,759	485	17	Aana 3 ..	1,933	254	18
Vaisigano ..	1,461	591	40	Aiga-ile-tai ..	1,696	255	15
Falealupo ..	510	140	27	Falelatai ..	1,484	229	15
Alataua ..	842	394	46	Lefaga ..	1,686	231	13
Salaga ..	1,152	260	22	Safata ..	2,712	442	16
Palauli West ..	1,323	565	42	Falealili ..	2,185	607	27
Palauli ..	906	207	22	Lepa ..	1,495	555	37
Satupaitea ..	852	65	7	Aleipata ..	2,444	462	18
Palauli East ..	1,295	234	18	Va'a-o-Fonoti ..	1,340	130	9
Fa'asaleleaga ..	5,409	674	12	Anoama'a 1 ..	1,909	456	23
Faleata ..	4,875	167	3	Anoama'a 2 ..	2,224	438	19
Sagaga ..	5,218	646	12	Vaimauga ..	9,023	1,356	15
Aana 1 ..	1,852	79	4				

Population figures are based on 1945 census; other figures are as at 31st March, 1948.

APPENDIX X—CLIMATOLOGICAL DATA FOR APIA, 1944-48

	1944.	1945.	1946.	1947.	1948.
Total rainfall	108·39 in.	127·46 in.	121·98 in.	127·79 in.	141·48 in.
Number of rain days	198	228	198	222	238
Maximum daily rainfall	5·23 in.	4·30 in.	6·02 in.	8·64 in.	4·98 in.
Date	5th Sept.	15th March	18th May	6th Jan.	4th Dec.
Extreme maximum temperature	90·1° F.	89·6° F.	90·0° F.	91·0° F.	92·9° F.
Date	19th Jan.	6th April	12th April	19th March	17th Jan.
Extreme minimum temperature	68·2° F.	68·0° F.	66·5° F.	67·1° F.	66·5° F.
Date	10th, 23rd July	16th Aug.	19th July	25th Aug.	23rd Aug.
Mean daily maximum temperature	85·0° F.	85·31° F.	86·57° F.	86·7° F.	86·5° F.
Mean daily minimum temperature	74·7° F.	74·8° F.	74·04° F.	74·2° F.	73·7° F.

APPENDIX XI—GLOSSARY

Aiga	Samoan family group includes blood relations, relations by marriage, and adopted members all owing allegiance to a common matai (c.v.).
Ali'i	Chief.
Fa'amasino	District Judge.
Fa'amasino Samoa itumalo	Samoan Judge.
Fa'amasino Samoa	Samoan Associate Judge.
Failuaga	Orator.
Faipule	Representative of district.
Fono	Council.
Fautua	Adviser to the High Commissioner and member of the Council of State.
Leoleo	Policeman.
Matai	Head of family.
Mau	Society organized among the Samoans in the 1920's and responsible for a policy of civil disobedience.
Pule Fa'atoaga	Plantation Inspector.
Pulenu'u	Village official.
Ta'amu	Native food crop.
Taro	Native food crop.
Tulafale	Orator.
Tomatau i faiaoga Samoa	Samoan teachers' monthly guide.

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