

1948
NEW ZEALAND

TERRITORY OF WESTERN SAMOA

TWENTY-FIFTH REPORT ON THE ADMINISTRATION OF THE TERRITORY OF
WESTERN SAMOA, FOR THE YEAR ENDED 31st MARCH, 1948

Presented to Both Houses of the General Assembly by Leave

SIR,—

Western Samoa, 3rd August, 1948.

I have the honour to submit herewith the twenty-fifth report of the Administration of the Territory of Western Samoa, covering the year ended 31st March, 1948.

I have the honour to be,

Sir,

Your obedient servant,

F. W. VOELCKER,

High Commissioner.

The Right Hon. P. Fraser, Minister of
Island Territories, Wellington.

TABLE OF CONTENTS

	PAGE
INTRODUCTORY	3
STATUS OF THE TERRITORY AND ITS INHABITANTS—	
Status of the Territory	5
Status of the Inhabitants	8
INTERNATIONAL AND REGIONAL RELATIONS—	
International Conventions	8
Regional Agreements	10
MAINTENANCE OF LAW AND ORDER	11
POLITICAL ADVANCEMENT—	
General Administration	12
Judicial Organization	15
ECONOMIC ADVANCEMENT	
General	17
Public Finance, Money, and Banking	19
Commerce and Trade	24
Land and Natural Resources	26
Forests and Mines	27
Agriculture, Fisheries, and Animal Husbandry	27
Industry	28
Transport and Communications	28
Public Works	30
SOCIAL ADVANCEMENT—	
General	31
Social Conditions	31
Standards of Living	32
Human Rights and Fundamental Freedoms	32
Labour	32
Public Health	33
Sanitation	36
Drugs	37
Miscellaneous	37
Infant Mortality	38
Alcohol and Spirits	38
Population	39
Penal Organization	40
EDUCATIONAL ADVANCEMENT—	
General	42
Schools and Curriculum	42
Teachers	46
Adult and Community Education	46
RESEARCH	50
APPENDICES—	
I. Population	52
II. Justice and Penal Administration	53

A. INTRODUCTORY

WESTERN SAMOA is situated between 13 and 15 degrees south of the Equator and between the 171st and 173rd degrees of west longitude. The Territory comprises the islands of Upolu (45 miles long) and Savai'i (46 miles), together with seven other small islands and islets closely adjacent.

The total area of the Territory is 1,133 square miles, Savai'i being approximately 700 square miles in extent and Upolu about 430 square miles.

The islands have a tropical climate, with heavy precipitation and occasional severe storms. They are of volcanic formation, with rugged and mountainous terrain rising to an elevation of 3,608 ft. in Upolu and 6,094 ft. in Savai'i. Coral reefs fringe much of the coast-line. Volcanic eruptions have covered sections of the islands with lava flows, especially in Savai'i, where volcanic activity has occurred as recently as 1906. Though the islands are heavily forested, soils are generally thin and rocky, and cultivation to date has been limited almost wholly to the coastal area and to the adjacent lower slopes.

Apia, the only town in the Territory, is situated on the north coast of Upolu and, together with immediately adjoining villages, has a population of approximately 10,000. It contains the administrative headquarters and is also the only port of call for the Territory. Most Samoans live on the coasts, 11 villages only out of a total of 192 being situated inland.

Savai'i, although larger than Upolu, supports only about one-third the population of the sister island; this is due to the comparatively recent volcanic activity referred to above, which has covered large areas of Savai'i with barren lava fields.

The ethnic composition of the Native population as disclosed by the 1945 census showed that over 99 per cent. comprised full Samoans, while the balance was made up of small numbers of people from the surrounding Pacific islands.

The Samoans are a branch of the Polynesian race and speak a dialect of the Polynesian language. They have long been converted to Christianity, and the religious affiliations indicated by the 1945 census were—

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

The Church is an important social as well as spiritual centre in Samoan communities.

The unit of social organization is the family (aiga), which may be divided into groups or branches, at the head of each of which is the matai. A Samoan title is the family name to which a matai succeeds on assuming his position of leadership of the family group. Succession is not necessarily hereditary; it may even be bestowed on a stranger as a reward for good service to the family or to the preceding holder. A matai receives service from the members of the family, whom he controls in patriarchal style, conferring with them on matters of importance. Each matai has a seat on the council, or fono, which directs village affairs.

All tropical foods grow abundantly, and the economic resources of the Territory are confined to agricultural and marine products, together with limited but useful forest resources. No minerals of commercial value are known to exist.

In the nineteenth century, under the stimulus of European political contacts, a Samoan "kingdom" took form, with a Samoan "King." The "Kingship" was held by a non-hereditary succession of chiefs, representative of the highest families in Samoa, but the rivalries engendered kept the islands in almost continuous civil strife. The "kingdom" persisted, however, until 1899. Certain privileges were obtained from the "independent" Samoan Government by Germany, Great Britain, and the United States, including the right to establish coaling-stations.

The frequent intervention of the Powers and their nationals in Samoan affairs, conjoined with the divisive tendencies in the traditional Samoan political organization, made the last two decades of the century a particularly troubled period of wars and intrigues. In 1899, following a dispute over succession to the kingship, the three Powers sent a High Commission to Samoa. As a result, and with the acquiescence of certain Samoan leaders, the position of "King" was abolished. Then, on 16th February, 1900, by a series of conventions, the Powers partitioned the islands; the United States renounced all rights to the main (western) part, including Apia, which was then taken over by Germany, and in turn Germany renounced her rights in the eastern portion of the group (including the harbour of Pago Pago), which went to the United States. For giving up her rights in the group, Great Britain obtained rights in other areas of the Pacific.

The German administration of Western Samoa continued until 29th August, 1914, when the Territory was occupied by New Zealand troops. The military occupation lasted for six years.

On 7th May, 1919, the Supreme Council of the Allied Powers conferred the mandate for Western Samoa upon His Britannic Majesty, to be exercised on his behalf by the New Zealand Government. The terms of the mandate ("C" Class) were confirmed by the Council of the League of Nations on 17th December, 1920. A constitution for the Territory was provided by an Act of the New Zealand Parliament entitled the Samoa Act, 1921.

In the years immediately preceding the outbreak of the 1939-45 war, some preliminary steps had been taken by the New Zealand Government towards giving the Samoan people a greater voice in the management of their own affairs. Owing to war conditions, however, progress in this direction was halted until 1944, in which year the Prime Minister visited the Territory to learn at first hand the ideas held by the Samoan leaders themselves regarding political advancement.

Following the replacement of the League of Nations by the United Nations, a draft Trusteeship Agreement for Western Samoa was prepared by the New Zealand Government and submitted to the General Assembly of the United Nations late in 1946. This draft agreement replaced the original mandate and thus brought the Territory within the framework of the international trusteeship system established under the United Nations Charter. Under the new agreement the New Zealand Government assumed direct responsibility for the administration of Western Samoa. The agreement was approved by the General Assembly on 13th December 1946.

In the meantime, the Samoan people had been consulted as to the terms of the draft agreement. Their representatives, while declaring that they recognized that the agreement marked an advance on the mandate and stating their appreciation of the sympathetic manner in which they had been treated by the Government and of the progress made during the past ten years in developing social services, felt that their ultimate aim of self-government would not be furthered by accepting the agreement. They asked, therefore, that Samoa be granted immediate self-government, but that New Zealand should remain in the role of advisor and protector. A petition to this effect was transmitted to the Secretary-General of the United Nations through the New Zealand Government in January, 1947; the contents of the petition had also been communicated to the Sub-committee on Trusteeship by the New Zealand delegate on 23rd November, 1946.

The petition was considered by the Trusteeship Council on 24th April, 1947, when, on the invitation of the New Zealand delegate, it was resolved to inquire into the matter on the spot. A Mission for this purpose, composed of Mr. Francis B. Sayre

(President of the Trusteeship Council), M. Pierre Ryckmans (Honorary Governor-General of the Belgian Congo), and Senator Eduardo Cruz-Coke, of Chile, arrived in Western Samoa in the following July. The Mission was accompanied from New Zealand by a representative of the Prime Minister and by the Secretary of Island Territories, who remained in Apia during most of the Mission's stay and, together with the Administrator and local officials, made themselves available for constant consultation.

On 26th August, 1947, two days before the Mission left Apia, the New Zealand Government, in a statement in Parliament, outlined its immediate plans for the political development of Western Samoa. The revised Constitution provided for a Council of State comprising the three Fautua and the Administrator (who in future would be known as the High Commissioner), and for 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 European and part-European community elected under adult suffrage, and six official members. By these changes the Samoans were given an absolute majority in the Legislative Assembly, the principal executive authority in the Territory. The New Zealand Government's plans were found to be very closely in line with the recommendations contained in the Mission's report, published in October, 1947, and considered by the Trusteeship Council in its November session. Implementation of the New Zealand Government's proposals was effected by the passing of the Samoa Amendment Act, 1947, by the New Zealand Parliament on 25th November, 1947. This Act came into force on 10th March, 1948.

B. STATUS OF THE TERRITORY AND ITS INHABITANTS

STATUS OF THE TERRITORY

The constitutional basis of the system of government in Western Samoa is provided by the Samoa Act, 1921, and subsequent amendments. The original Act vested the executive government of the Territory in "His Majesty the King in the same manner as if the Territory were part of His Majesty's dominions." It provided that an Administrator should be appointed by the Governor-General of New Zealand, to be charged with the administration of the Territory, subject to the control of the New Zealand Minister of External Affairs—now the Minister of Island Territories.

The Samoa Amendment Act, 1947, deleted the words "in the same manner as if the Territory were part of His Majesty's dominions." The title of "Administrator" was changed by the same Amendment Act to that of "High Commissioner."

The New Zealand Parliament has power to pass Acts affecting the Territory. In addition, by the Samoa Act the Governor-General in Council is empowered to make in New Zealand "all such regulations as he thinks necessary for the peace, order, and good government" of the Territory.

The only body empowered to enact legislation in Western Samoa itself is the Legislative Assembly, which, by virtue of the Samoa Amendment Act, 1947, may make laws (known as Ordinances) for the peace, order, and good government of the Territory. This power to pass Ordinances does not extend to the making of laws relating to defence, or to external affairs, or affecting the title of His Majesty the King to any land. Also, Ordinances may not be repugnant to certain New Zealand legislation as described in the Amendment Act. The power of legislation on certain other matters is reserved to the Government of New Zealand. Bills affecting the public revenues may not be passed by the Assembly except upon the recommendation of the High Commissioner. No Ordinance can become law until it has been passed by the Assembly in the form of a Bill and has been assented to by the High Commissioner.

The following legislative measures have been enacted during the year ended 31st March, 1948 :—

In New Zealand—

- The Samoa Immigration Amendment Order 1947 (Serial number 1947/62).
- The International Air Licensing Emergency Regulations 1947 (Serial number 1947/67).
- The Samoa Customs Order 1939, Amendment No. 4 (Serial number 1947/123).
- The Samoa Legislative Council (Elective Membership) Amendment Order 1947 (Serial number 1947/154).
- The Samoa Dangerous Drugs Amendment Order 1947 (Serial number 1947/165).
- The Samoa Applied Regulations Order 1947 (Serial number 1947/188.).
- The Samoa Amendment Act, 1947.
- The International Air Services Licensing Act, 1947.
- The Emergency Regulations Revocation Order, No. 7 (Serial number 1947/185).
- The Superannuation Act, 1947.
- The Emergency Regulations Continuance Act, 1947.
- The Western Samoa Fautua Appointment Regulations 1948 (Serial number 1948/25).
- The Western Samoa Legislative Assembly Regulations 1948 (Serial number 1948/26).
- The Samoa Amendment Act Commencement Order 1948 (Serial number 1948/27).
- The Samoa Publications Revocation Order 1948 (Serial number 1948/35).

In Samoa—

- The Tauese Road Closing Ordinance 1948, No. 1.
- The Ordinances Amendment Ordinance 1948, No. 2.

The form of the Legislative Assembly, which is really the lineal successor of an earlier advisory body of German times, has undergone various modifications, but its basic pattern, prior to the coming into force of the Samoa Amendment Act, 1947, had always provided for a majority of official members. The Legislative Council, its immediate predecessor, comprised the Administrator (who presided), six official members, two unofficial members elected by the adult European community, and four Samoan members nominated by the Fono of Faipule.

With the coming into force on 10th March, 1948, of the Amendment Act, 1947, the Legislative Council was replaced by the Legislative Assembly, with a majority of Samoan members. It now comprises the High Commissioner, the two Fautua (the third Fautua, the Hon. Mata'afa, having died in March, 1948), eleven Samoan members nominated by the Fono of Faipule, five European elected members, and six official members. The death of the third Fautua, the Hon. Mata'afa, on 27th March, 1948, is deeply regretted by the people of the territory. His influence with the Samoans will be sadly missed. The Samoan leaders have since proposed that no appointment of a successor be made, but that the number of Fautua remain at two.

The Assembly meets at such times as the High Commissioner may appoint. Two meetings of the previously existing Council were held during the year under review, one of four days' duration in June, 1947, and the other of two days in January, 1948.

For the European community, representation is based on a roll of registered voters of any nationality but holding European status who have been resident in Western Samoa for at least one year and are twenty-one years of age or over.

In matters relating to the Samoan people the High Commissioner is advised by the Fautua, who are the highest Samoan title-holders representing the outstanding " Royal " family lines of Samoan society, and currently holding the historically well-known titles, Tamasese, Malietoa, and Mata'afa. Though these leaders had no statutory powers or

duties prior to their appointment to the Council of State in March, 1948, they meet the High Commissioner once a month as a rule, and at other times when it is felt necessary. They also take part in meetings of the Fono of Faipule and any special Councils, such as the one which led to the sending of the petition to the United Nations. Because of their rank, they exercise a great deal of influence in Samoan affairs.

The Fautua positions were created by the German Government in 1912 after the abolition of the Samoan kingship and the death of the potential incumbent, Mata'afa Iosefa, who had been given a substitute title by the Germans of Ali'i Sili, or Paramount Chief.

In addition to the representation of the Samoan people on the Legislative Assembly, a Council of Samoan representatives has been developed, called the Fono of Faipule, which consists of forty-one members representing constituencies based on the traditional Samoan districts and sub-districts. The Fono ordinarily meets twice a year, and the members have the statutory right to "consider such matters relative to the welfare of the Samoan people as of their own initiative they think proper or as may be submitted to them by the High Commissioner and to express their opinions and to make their recommendations to the High Commissioner" (Faipule Election Ordinance 1939). In practice, proposed Ordinances affecting the Samoan people are submitted, among other matters, to the Fono for their views.

At the election held in November, 1944, for European members of the Legislative Council, the roll totalled 792, of whom 560 voted. The roll compiled for the election in April, 1948, of the five members for the new Legislative Assembly contained the names of 1,014 voters, of whom 819 exercised their right to vote. The election was held on 28th April, 1948.

The Samoa Act and subsequent legislation establishes the executive Departments of the Administration, which are—Education; Health; Justice, with which is associated Labour and Public Trust; Lands and Survey; Samoan Affairs; Police and Prisons; Postal, Radio, and Broadcasting; Public Works; Secretariat; Treasury, Customs, Produce Inspection, &c. The heads of Departments and departmental officers are appointed by the New Zealand Public Service Commission, and the Chief Judge by the Minister of Island Territories.

The basic law of Western Samoa was laid down in the Samoa Act, 1921, which provides a criminal code as well as opening the way to subordinate legislation. The law of England as existing on the 14th June, 1840, the date on which New Zealand received its Constitution, is brought into force with certain modifications. The statute law of New Zealand is declared inapplicable to the Territory except as specifically provided, and other aspects of New Zealand law are defined as having application or otherwise. Special provisions relating to Samoans are made in the Samoa Act as regards certain matters, including discretionary enforcement of contracts, rights of succession to property, and land tenure, the two last mentioned requiring that Samoan custom be taken fully into account.

The Samoa Act sets up the High Court of Western Samoa, to consist of a Chief Judge and such other Judges, Commissioners, and Fa'amasino (Samoan Judges) as the Minister of Island Territories may think necessary. Appointments of the Chief Judge and Commissioners are made by the Minister, and they hold office during his pleasure. The Chief Judge exercises all the powers of the High Court in both criminal and civil matters, whereas the Commissioners have jurisdiction over less serious cases only. In addition, the High Commissioner may appoint such Samoan Judges as he thinks necessary, holding only such jurisdiction as he shall prescribe, extending only to Samoans, and without authority to impose any term of imprisonment.

STATUS OF INHABITANTS

The Native people of Western Samoa are described in documents of travel as "British protected persons, Natives of the Territory of Western Samoa," but, at the request of the Samoans themselves, arrangements are in hand to amend this to read "New Zealand protected persons, Natives of the Territory of Western Samoa."

The non-indigenous inhabitants of the Territory retain their own nationality and citizenship. Under the provisions of the British Nationality and Status of Aliens (in New Zealand) Act, 1928, however, individual inhabitants of the Territory may apply for British naturalization. As at 31st March, 1948, certificates of naturalization have been granted to 50 Native Samoans and to 82 inhabitants of European status, including children in both cases.

The people of the Territory enjoy in New Zealand and its dependencies the same guarantee as regards the protection of their persons and property as that extended to the inhabitants of New Zealand and dependencies.

Immigrant communities are granted a full share of the rights and responsibilities of citizenship without, however, losing their original national status.

There is no civil register in the Territory. The registration of births and deaths, however, is compulsory. For the Samoan population the vital statistics are collected by the pulenu'u or headmen of the different villages and are collated in the Samoan Affairs Department. The Postmaster is the Registrar of Births and Deaths for the European and part-European population.

C. INTERNATIONAL AND REGIONAL RELATIONS

INTERNATIONAL CONVENTIONS

The following is a list of the general international conventions that have been applied to Western Samoa:—

Residence—

24th July, 1923, Lausanne: Convention between the British Empire, France, Italy, &c., and Turkey, respecting Conditions of Residence and Business and Jurisdiction.

Transit—

9th December, 1923, Geneva: Convention and Statute on the International Regime of Maritime Ports and Protocol of Signature.

9th December, 1923, Geneva: Convention relating to the Transmission in Transit of Electric Power, and Protocol of Signature.

9th December, 1923, Geneva: Convention relating to the Development of Hydraulic Power affecting more than one State, and Protocol of Signature.

9th December, 1923, Geneva: Convention and Statute on the International Regime of Railways, and Protocol of Signature.

12th October, 1929, Warsaw: Convention for the Unification of certain Rules relating to International Carriage by Air.

Commerce, Navigation, and Customs—

3rd November, 1923, Geneva: International Convention relating to the Simplification of Customs Formalities.

9th December, 1923, Geneva: Convention and Statute on the International Regime of Maritime Ports, and Protocol of Signature.

5th July, 1930, London: International Load-line Convention.

Economic—

6th November, 1925, The Hague: International Convention for the Protection of Industrial Property.

26th September, 1927, Geneva: Convention on the Execution of Foreign Arbitral Awards.

Labour—

- Recruiting of Indigenous Workers Convention 1936, adopted by the Twentieth Session of the Conference on 20th June, 1936.
- Contracts of Employment (Indigenous Workers) Convention 1939, adopted by the Twenty-fifth Session of the Conference on 27th June, 1939.
- Penal Sanctions (Indigenous Workers) Convention 1939, adopted by the Twenty-fifth Session of the Conference on 27th June, 1939.
- Convention concerning the application of the Weekly Rest in Industrial Undertakings adopted by the Third Session of the Conference on 25th October, 1921.
- Convention concerning Forced or Compulsory Labour adopted by the Fourteenth Session of the Conference on 10th June, 1930.

Social—

- 12th September, 1923, Geneva : International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications.
- 25th September, 1926, Geneva : Slavery Convention.

Narcotic Drugs—

- 19th February, 1925, Geneva : International Convention relating to Dangerous Drugs (Second Conference).
- 13th July, 1931, Geneva : Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs.

Sanitary—

- 21st June, 1926, Paris : International Sanitary Convention.
- 15th January, 1945 : UNRRA International Sanitary Convention, 1944.
- 15th January, 1945 : UNRRA International Sanitary Convention for Aerial Navigation, 1944.

Patents—

- Accord on German Patents—from 22nd November, 1946.

Political—

- 13th December, 1921, Washington : Treaty between the United States of America, the British Empire, France, and Japan relating to their Insular Possessions and Insular Dominions in the Pacific Ocean. Supplementary Treaty of the 6th February, 1922.

Postal—

- Universal Postal Convention, signed at Buenos Aires, 23rd May, 1939.
- Agreement concerning Insured Letters and Boxes, signed at Buenos Aires on 23rd May, 1939.

Peace—

- 28th June, 1919, Versailles : Treaty between the Allied and Associated Powers and Germany.

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

Legal Proceedings in Civil and Commercial Matters—

- 2nd February, 1922, London, between the United Kingdom and France.
- 20th March, 1928, London, between the United Kingdom and Germany.
- 18th January, 1934, Paris : Convention between the United Kingdom and France, and Protocol providing for the Reciprocal Enforcement of Judgments in Civil and Commercial Matters.
- 2nd May, 1934, Brussels : Convention between the United Kingdom and Belgium for the Reciprocal Enforcement of Judgments in Civil and Commercial Matters, with Annex and Protocol.

Telecommunications—

4th December, 1945, Bermuda: Agreement between the Governments of the United States of America and the British Commonwealth and Empire. International Telecommunication Convention, signed at Madrid on 9th December, 1932.

The Telegraph Regulations (Revision of Cairo, 1938) annexed to the International Telecommunication Convention, Madrid, 1932, signed at Cairo on the 4th April, 1938.

Trade—

23rd April, 1932: Agreement between Canada and New Zealand.

5th September, 1933: Agreement between Australia and New Zealand (in part).

Extradition Treaties—

Between United Kingdom and the following States: Albania, Austria, Belgium, Bolivia, Chile, Colombia, Cuba, Czechoslovakia, Denmark, Ecuador, Estonia, Finland, Germany, Greece, Guatemala, Haiti, Hungary, Iraq, Latvia, Liberia, Lithuania, Luxemburg, Monaco, Netherlands, Nicaragua, Norway, Panama, Paraguay, Peru, Poland, Portugal, Roumania, San Marino, San Salvador, Siam, Spain, Switzerland, and Yugoslavia.

Supplementary Extradition Convention between the United Kingdom and Austria.

Agreements for the Abolition of *Visas*—

Exemption from the requirements of a *visa* has been provided for in the case of Netherlands nationals and Swiss nationals.

Real and Personal Property, Disposal of—

Convention between the United Kingdom and the United States of America signed on 2nd March, 1899, and amendment thereto, of which ratifications were exchanged on 10th March, 1941.

Trusteeship—

Trusteeship Agreement for Western Samoa, signed at New York, 13th December, 1946.

The New Zealand Government is co-operating with the Trusteeship Council and other organs and specialized agencies of the United Nations to the fullest possible extent. It is not considered desirable that these organs and agencies should deal with the Territory otherwise than through the Administering Authority.

In April, 1947, the Trusteeship Council examined a petition from the Samoan people, and at the invitation of the New Zealand Government sent a Mission to the Territory.

Questionnaires received from the Secretary-General have been answered.

No non-governmental bodies that can be strictly described as being of an international character carry on work in the Territory, unless the missionary societies represented can be so described.

REGIONAL AGREEMENTS

South Pacific Health Service

7th September, 1946: Agreement for the establishment of a South Pacific Health Service, 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.

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

1946: Agreement establishing the South Pacific Commission, the functions of which are, broadly speaking, to advise and assist the participating Governments on measures designed to promote the economic and social rights and welfare of the inhabitants of the territories within its scope. The Governments of Australia, France, Netherlands, New Zealand, United Kingdom, and United States of America are parties to this agreement. In due course a South Pacific Conference will be held at which non-self governing territories will be directly represented.

No arrangements have so far been made to associate or federate the Territory with other territories for Customs, fiscal, or administrative purposes.

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

D. MAINTENANCE OF LAW AND ORDER

The Territory is, in general, orderly by Western standards, and major crimes are rare. The principal offences brought before the Courts are petty theft, assault, disorderly conduct, affrays, trespass, and (in North Upolu) traffic violations. For the year ended 31st March, 1948, a total of 1,928 cases were brought before the Courts, resulting in 1,676 convictions.

The Department of Police and Prisons is responsible for maintaining law and order. It is headed by a European Inspector who is in charge of both the Police Force and the Prisons, the total staff of the Department being 78, made up as follows:—

	European.	Part-European.	Samoa.	Total.
Inspector	1	..	..	1
Sub-Inspector	1	..	..	1
Gaoler	1	..	..	1
Senior Sergeants	1	2	..	3
Traffic Inspector	1	..	..	1
Sergeants	..	..	4	4
Corporals	..	..	5	5
Constables	..	3	34	37
Warders—				
Male	..	..	12	12
Female	..	..	2	2
Messengers	..	..	8	8
Clerks (civilian)	1	1	1	3
	6	6	66	78

An amount of £17,515 was placed on the Administration's estimates for the financial year ended 31st March, 1948, to cover the cost of maintaining the Department.

The police clerks keep the prisons monetary accounts, and the staff is interchangeable between the Police and Prisons Departments, with the exception of the two wardresses, who are paid by the Medical Department.

Of the total staff listed, 11 Samoans are stationed at Tuasivi, Savai'i, where the Resident Commissioner acts as deputy to the Inspector. In addition, 1 Samoan constable is located at each of the three out-stations. The remainder of the force is centred on Apia.

The work of the Police Department includes, besides regular police work, the registration of vehicles, issue of drivers' licences, and the registration and control of all firearms, ammunition, and explosives imported into the Territory. The Department also controls immigration and emigration and the issue of passports and travel permits. The Inspector of Police is also responsible for the operation of the fire brigade. The constables at the out-stations maintain contact by radio with their headquarters via the Apia Radio Station. Any serious crime committed in the outer areas can be reported immediately in this way. All investigations in connection with serious crimes are carried out by European officers.

TRAFFIC LICENSING

			1947.	1948.
Motor-vehicles	..	..	482	541
Bicycles	..	..	664	724

FIREARMS AND AMMUNITION

Licences Issued : 88 rifles, 7 revolvers, and 751 shotguns.

Ammunition Sold by Local Stores : 60,772 rounds rifle and 278,185 shot cartridges.

Most of this ammunition was sold between 1st July and 31st December, covering the open shooting season for various kinds of native birds.

A strict control is maintained on the importation of firearms, each importer being given a quota for the importation of shotguns only, while the importation of rifles is permitted only in special cases. At the end of March, 1948, there were four shotguns held for sale by the various stores.

Explosives

During the year, 1,939 permits were issued for the purchase of 412 sticks of gelignite, 934 ft. of fuse, and 515 detonators.

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

E. POLITICAL ADVANCEMENT

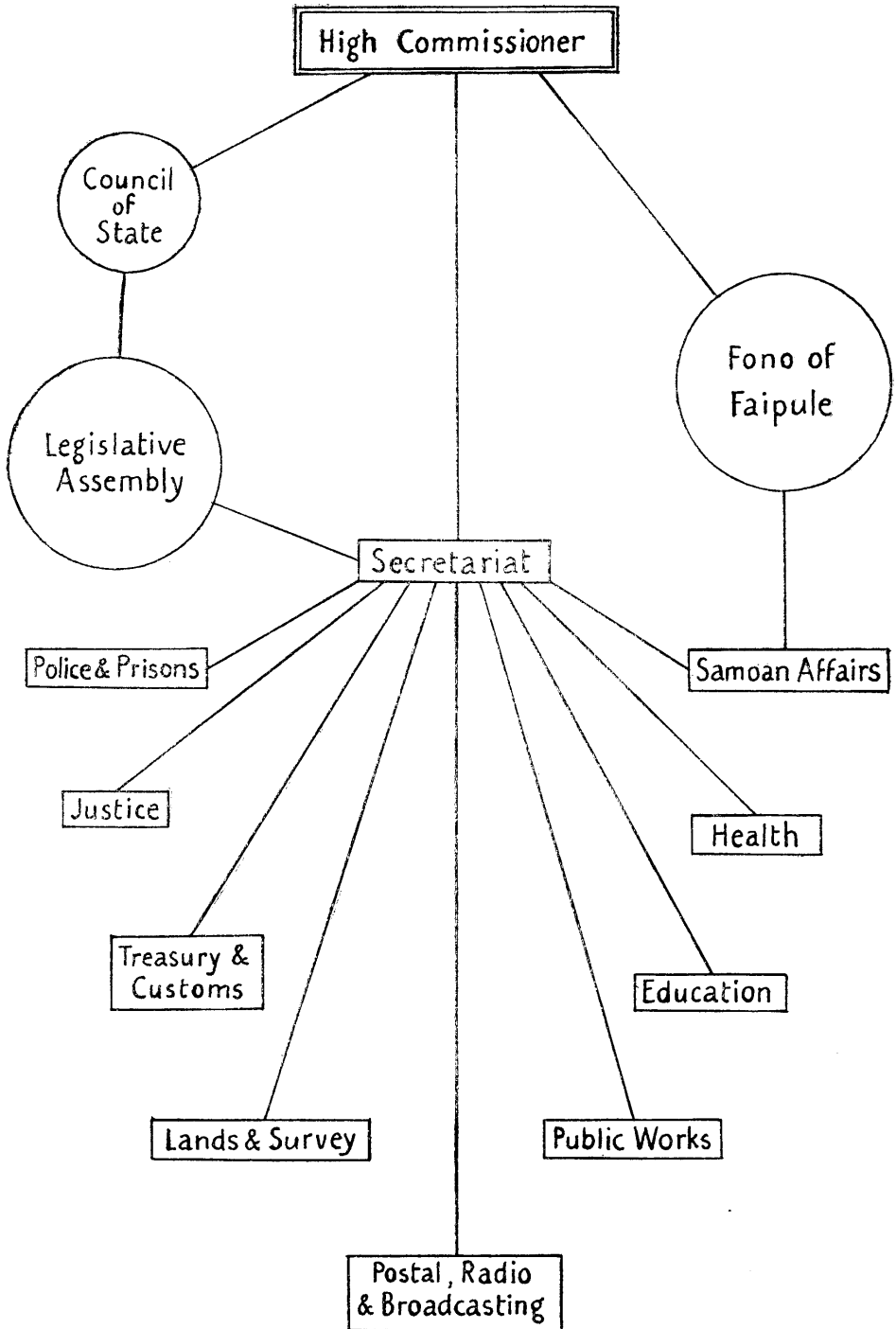
GENERAL ADMINISTRATION

The passing of the Samoa Amendment Act, 1947, paved the way for a greater participation by the Samoans in the Government of the Territory, and the Western Samoa Fautua Appointment Regulations 1948 and Western Samoa Legislative Assembly Regulations 1948 provided the machinery by which this was implemented.

The structure of the Administration is indicated in the diagram on page 13.

No important changes in the composition of the staff have taken place during the year.

Subject to the exceptions set out below, all persons of European status twenty-one years of age or over, male or female, who have continuously resided in the Territory for at least one year are eligible to vote at any election for European members of the Legislative Assembly. A person of unsound mind or a person convicted in Western Samoa or in any part of His Majesty's dominions of an offence punishable by death or



by imprisonment for a term of one year or upwards, or convicted in Western Samoa of a corrupt practice, unless such offender has received a free pardon or has undergone the sentence to which he was adjudged, is not eligible to register as an elector.

The Samoan matai, or heads of families, in each of the forty-one Faipule districts elect or choose the representative of the district in the Fono of Faipule. The name of the person so selected is then submitted to the High Commissioner for confirmation of his appointment as Faipule. The Fono of Faipule elects the Samoan members of the Legislative Assembly.

Staff

Hereunder is given a table showing staff employed as at the end of March for the past two years :—

Departments.	Europeans.		Persons of part Samoan Blood.		Native Samoans.		Elective Samoan District and Village Officials.	
	1947.	1948.	1947.	1948.	1947.	1948.	1947.	1948.
Government House	2	2	..	..	..	..	..	..
Secretariat	3	3	5	5	2	2	..	..
Police and Prisons	4	6	6	6	58	66	..	..
Justice	1	2	8	8	1	1	..	..
Treasury and Customs	9	5	13	19	4	4	..	..
Lands and Survey	2	3	3	3	2	2	..	..
Postal, Radio, Broadcasting	7	9	14	21	21	28	..	..
Public Works	6	7	9	9	5	10	..	..
Education	15	19	26	23	238	308	..	..
Health	16	18	4	4	192	200	..	..
Samoan Affairs	3	3	4	3	16	19	296	289
Casual employees	68	77	92	101	539	640	296	289
	1	..	55	75	338	642	..	..
Totals	69	77	147	176	877	1,282	296	289

Samoan Affairs

Detailed relations between the Administration and the Samoan people are mainly through the Department of Samoan Affairs, with headquarters at Mulinu'u (close to Apia). Regional and village administration on the island of Upolu is handled direct from Mulinu'u, and the Resident Commissioner at Tuasivi on Savai'i supervises that island. As a matter of policy, the Department of Samoan Affairs pays the fullest attention and respect to ceremonial customs, which are such a marked feature of Samoan life. The number of regional and village Samoan officials as at 31st March, 1948, was 289, details being as follows :—

Political—

Fautua : 2 at £1,000 per annum.

Faipule : 41 at £52 per annum.

Administrative—

Assistant Judges : 3 at £96 per annum.

Fa'amasino (District Judges) : 14 at £24 per annum.

Pulefa'atoaga (Plantation Inspectors) : 14 at £27 per annum.

Leoleo (Policemen-Messengers) : 15 at £9 per annum.

Pulenu'u (Mayors of villages) : 200 at £15 per annum.

There are 14 district administrations—8 on Upolu and 6 on Savai'i. The fa'amasino, pulefa'atoaga, and leoleo for each district are nominated by the Fono of Faipule and formally appointed by the Administration. The administrative appointments are, of course, part-time only and the appointees are able to follow their normal avocations.

The pulenu'u is the Administration representative in each village and is nominated by the vote of the chiefs and orators and confirmed in his office by the Administration. He may be relieved of his appointment at any time by request of the village if proper reasons are advanced, but normally he continues in office for a period of three years. The pulenu'u co-operates with the ruling body of chiefs and orators in his village and is responsible for promulgating and enforcing the laws of the Government in such matters as registration of births and deaths, village cleanliness and order, control of live-stock, and burial of the dead. His duties also include the reporting of breaches of the peace to the District Judge, and co-operation with the women's committee (see Health Department) and the village school-teacher.

JUDICIAL ORGANIZATION

The Justice Department is responsible for the administrative aspect of the Judiciary. The Crown Solicitor advises the Administration on legal matters and represents it before the High Court. He also holds the offices of Commissioner of Labour, Public Trustee, Registrar of Land, and Official Assignee.

The Samoa Act, 1921, prescribes the Judiciary for Western Samoa. At the present time there are a Chief Judge, four Commissioners of the High Court, three Native Associate Judges, and fourteen Samoan Judges in charge of district Courts.

The Samoan Associate Judges of the High Court are appointed following nominations by the Fono of Faipule and hold office for three years. Originally they held Courts in Apia to deal with minor Samoan offenders, but to-day it is the practice to have all the cases at Apia tried by one of the Commissioners or by the Chief Judge. These Samoan Judges, therefore, who have jurisdiction pursuant to section 67 of the Samoa Act, sit on the bench in an associate capacity. In cases where the defendant is a Samoan they may take a very active part in the proceedings, such as questioning witnesses and helping to frame a just verdict. Where the defendant is a European they may possibly be present, but they take no part in the decision. The official language is English, but the Samoan language is used where necessary.

A system of assessors somewhat equivalent to a jury system is provided for more serious criminal cases. The Court appoints four assessors from a standing panel nominated by the High Commissioner and consisting of both Europeans and Samoans nearly all of the latter being Judges or ex-Judges. In cases where the defendant is a Samoan, it is the current practice to name one Samoan assessor among the four. Where assessors are used, the verdict requires the concurrence of at least three of the assessors. Two qualified barristers and solicitors are in private practice in Apia and handle cases before the High Court.

A right of rehearing equivalent in practice to an appeal is allowed from decisions of the Samoan Judges to the Commissioners and on to the Chief Judge. An appeal is also allowed, under certain conditions, from the High Court to the Supreme Court of New Zealand, but only a few such appeals to the Supreme Court have ever been made, and none since 1934.

Under the Native Land and Titles Protection Ordinance 1934, a special judicial body called the Native Land and Titles Court has been created. The Chief Judge is the President of this Court and is assisted by two European assessors well versed in Samoan

custom and by at least two of the Samoan Associate Judges. This Court is important not only as a means of settling increasingly frequent disputes over the control of Native land and the right to hold traditional Samoan titles, but also as providing an outlet for the claims of Samoans to their customary rights. It is here that Samoan usage has its fullest expression and sanction by law. Large numbers of disputes, however, are settled out of Court through the mediation of the Department of Samoan Affairs.

The fourteen Samoan District Judges, like the Associate Judges, are nominated by the Fono of Faipule and appointed every three years. Their jurisdiction extends to civil actions up to the value of £5 where both parties are Samoans, and to criminal offences by Samoans only in the case of theft of under £2 value, adultery, breach of the peace, and some twenty-five other offences prescribed by the legal code. The number of cases dealt with judicially is very small in comparison with the number dealt with by the Samoan-style village councils on the basis of local custom.

Samoan Customs and the Statute Law.—The village title-holders (matai) continue to exercise the real authority and prefer to deal with offenders themselves rather than to send them for trial before the District Judges, and this divergence of custom from the written law is, in general, allowed to continue without official interference. Samoan custom provides for penalties in the form of rebuke, fines, ostracism, or even banishment from the village for offenders. There are some actions which are offences against the Samoan custom without being offences against the written law, as, for example, supplying the wrong type of food on ceremonial occasions or failing to provide services to the matai.

Increasing numbers of Samoans are, however, tending to resist the matai authority, and the application of custom to offenders is likely to be increasingly resisted. Dissatisfied parties already frequently appeal to the Department of Samoan Affairs and to the Courts, including the Land and Titles Court.

Summary of High Court Actions

	Year ended 31st March,	
	1947.	1948.
Civil judgments	54	82
Civil actions struck out	17	36
Divorces granted	19	19
Criminal convictions	1,617	1,683
Total fines	£1,524	£1,577

Proceedings of Native Land and Titles Court

	Year ended 31st March,	
	1947.	1948.
Number of sittings	1	3
Number of sitting-days	11	75
Petitions dealt with	12	52
Number of persons attending	929	1,812

Summary of Native District Judges' Courts

					Year ended 31st March,	
					1947.	1948.
<i>Criminal</i>						
Number of sittings	..	..	..	..	68	22
Number of cases dealt with	..	..	..	..	68	22
Convictions recorded	..	..	..	..	13	6
Total fines inflicted	..	..	..	..	£6	£4 9s.
<i>Civil</i>						
Number of sittings	..	..	..	..	28	26
Number of actions filed	..	..	..	..	28	26
Judgments given	..	..	..	..	14	9

By the Samoa Act, 1921, equal treatment in the administration of justice is accorded to all residents of the Territory, regardless of nationality.

F. ECONOMIC ADVANCEMENT

GENERAL

The main products of the Territory are cocoa, bananas, and copra, the bananas being exported to New Zealand, and cocoa and copra to the United States, Canada, United Kingdom, Australia, and New Zealand. In addition, there exists a local subsistence economy based on the growing of foodstuffs such as taro, coconuts, bananas, and breadfruit, the gathering of all kinds of sea food, and the raising of pigs and poultry.

Many Samoans became money conscious to a greater extent during the war period when from 1942 to 1945 large numbers of United States troops brought extra money into the Territory and provided remunerative work. The rapid rise in cocoa and copra prices has sustained and increased this money sense and a considerable range of trade goods is now added to their basic needs. These high prices account for the increased exports of cocoa and copra during the year under review, which are both an all-time record.

The New Zealand Reparation Estates, which are owned directly by the New Zealand Government, operate plantations taken over from German nationals as reparations after World War I, and play an important part in the general economy of the Territory. The land held by the Estates totals 75,360 acres, but much of this is very poor, comprising steep hillsides and deep ravines. Some 4,681 acres are leased to private European and Samoan planters and only 9,836 acres are worked directly by the Estates. On this area 14 overseas personnel and 1,572 part-Samoans and Samoans are regularly engaged. In addition, numbers of Samoans work under contract, bringing the total labour force to over 2,000 daily. Salaries and wages payments by the Estates for the year ended 31st March, 1948, totalled £83,037 and direct taxation to the Samoan Administration for the same period amounted to £29,619.

Apart from the New Zealand Reparation Estates personnel, there are in the Territory 66 planters of European status. Of this number, 9 are of full-European blood, the balance being of part-European - Samoan descent.

A division of the main exports between European and Samoan plantations for the year ended 31st December, 1947, shows the following :—

---	European.	Samoan.	Total.
Copra (tons)	1,844	16,337	18,181
Cocoa (tons)	935	1,443	2,378
Bananas (cases)	..	101,754	101,754

The roading scheme which was commenced last year with a view to giving the people of both islands ready access to suitable ports was designed not only to assist in enabling new areas to be brought under food crops for the rapidly increasing population, but also to stimulate increased production for export. This latter trend has already been apparent in those parts where the new roads are formed, and the Natives are busy planting both bananas and coconuts to the detriment of the labour-supply available to build the roads. The original estimated cost of the 143 miles of new roads was £80,000, of which half is being met by the New Zealand Government. Roadmaking machinery of a total cost of £30,000 approximately has been purchased from the United Kingdom, the United States, and New Zealand in the approximate proportions of 2 : 1 : 1.

Development of copra-production rests to some extent on the eradication of the coconut-beetle, which attacks the palms. The importation of parasites of the beetle has so far been unsuccessful, but measures for control of the pest continue to be vigorously pursued.

Cocoa seedlings and rubber-seed from Trinidad and Malaya respectively are being imported by the Government in order to develop those branches of agriculture.

Additional to the roading programme, a new hydro-electric scheme is in course of construction on the Fuluasou River with a view to increasing the power-supply in Apia and environs. Many inquiries from traders and planters have already been received concerning power for the operation of copra and cocoa drying and grading machinery, breadmaking machinery, milking-machines, &c.

No major surveys relating to economic development are in progress or contemplated at present, but the existing administrative machinery is equipped for planning economic development.

With regard to the economic equality provisions of Article 76 (d) of the United Nations Charter, protection is afforded to Native Samoans in the legal inalienability of Native land, and Samoans are not liable for estate, succession, or gift duties. Otherwise there are no derogations from the principle of economic equality as regards concessions or direct or indirect taxation. There is a preference in Customs *ad valorem* import duties of 11 per cent. in favour of British goods, but no restrictions as regards countries of origin of goods imported. Although a system of import licensing was instituted in the war period, this was more particularly to ensure supply of essential goods from exporting countries, and there is no impairment of the authority of the local Administration to permit such imports from any country from which they may be available.

Business people in the Territory are in the main part-Europeans descended from parents of various nationalities and have the same rights and liabilities in the conduct of their businesses as those of nationals of the New Zealand Government. The two largest trading establishments in the Territory are branches of firms registered in Australia and in Fiji. The type of business carried out covers every aspect of life in the Territory, including banking, trading, transportation, and general merchandising.

There are no non-indigenous groups enjoying a special position in the economy of the Territory.

The policy of the New Zealand Government is to further the economic development of all sections of the population. There is only one indigenous group in the Territory—the Samoans—and existing legislation already protects their economic interests.

Steps have been taken for the functions of non-indigenous plantation workers to be taken over gradually by the Samoans. This refers specifically to Chinese coolies, whose importation ceased after 1934.

No economic concessions or privileges have been granted by the New Zealand Government either to Samoans or other residents of the Territory or to any outside organization.

There is no difference in legal status between undertakings operated by the New Zealand Government and its nationals and those operated by other nationals.

The following list, compiled from salary-tax returns for the year ended 31st March, 1947, shows the number, occupation, and status of persons earning more than £200 at that time :—

Occupation.	Europeans.	Local Born Europeans.	Samoans.
Civil servants	80	40	18
Clerks	21	54	1
Traders (village stations) ..	3	37	35
Salesmen and women	..	9	2
Ministers and missionaries ..	8	1	..
Company managers	6	3	..
Motor mechanics	..	9	1
Carpenters	..	3	2
Company directors	2	7	..
Others	16	16	1
	136	179	60

The increasing financial returns from the staple products—copra and cocoa—during the last few years have resulted in an artificially high standard of living for the Samoan people, who display a tendency to neglect their own food plantations and to purchase European foodstuffs to a greater extent than formerly. A fall in overseas prices would inflict on them a hardship more apparent than real, as their own food resources are sufficient for their maintenance.

PUBLIC FINANCE, MONEY, AND BANKING

Receipts of public revenue from the Territory reached the record total of £548,682. Payments totalled £359,285, leaving a surplus of receipts over payments of £189,397. The total accumulated cash surplus of the Territory now amounts to £607,155; of this sum, £544,375 is invested in New Zealand Government inscribed stock.

Hheads of Payments.					1946-47.	1947-48.
					£	£
High Commissioner and Government House	..				5,433	5,446
Education	..	..	..	..	23,823	31,002
Health ..	..	..	..	..	49,312	66,474
Justice ..	..	..	..	..	3,140	4,541
Lands and Survey	..	..	..	..	3,134	5,289
Native ..	..	..	..	..	16,620	15,744
Police and Prisons	..	..	..	..	15,923	16,504
Postal and Radio	..	..	..	..	14,995	16,828
Public Works ..	..	..	..	..	70,892	163,349
Secretariat ..	..	..	..	..	14,087	12,170
Treasury, Customs, &c.	..	..	..	..	14,519	22,638
					231,878	359,985
Less recoveries, Labour and Public Trust	..				642	790
					231,236	359,285

Following is a comparative statement of receipts and payments from 1925-26 :-

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	-35,925	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

* (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.

The above table shows general subsidies from the New Zealand Government from 1925-26 to 1930-31, but does not show subsidies for specific purposes granted during recent years. It will be seen from section 27 of the Samoa Act, 1921, that subsidies form no rightful part of the public revenues of Samoa. It follows that the appropriation of moneys received by way of subsidies is outside the power of the new Legislative Assembly. It has therefore been considered desirable to exclude from all future statements of the Samoa Treasury Fund proper references to subsidies and to show them in entirely different statements. In terms of this decision, the next table shows subsidies received from New Zealand for specific purposes since 1945-46 :-

			Overseas Scholarships.		Broadcasting.		Roads.	
			Receipts.	Payments.	Receipts.	Payments.	Receipts.	Payments.
			£	£	£	£	£	£
1945-46	..	..	3,107	3,107	..	..	..	..
1946-47	..	..	2,351	2,351	..	..	8,100	8,100
1947-48	..	..	7,552	7,350	22,475	23,514	12,985	20,224

In addition to the above cash grants to the Samoan Treasury, the New Zealand Government has provided free educational equipment to schools in Samoa. No entries covering these grants are incorporated in the books of the Samoan Treasury.

The following comparative table shows the total receipts each year, together with the payments on the main public services :—

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	16,170	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	72,420
1946-47	..	..	334,838	..	28,610	18,327	65,492	50,134
1947-48	..	..	548,682	..	39,504	19,681	78,426	138,958

NOTE.—(1) Expenditure on schools, hospitals, and Native administrative buildings from 1945-46 included under correct headings ; previous to 1945-46 included under " Public Works."

(2) Amount of £25,000 of the loans and advances shown above was treated as a gift by the New Zealand Government (not in respect of any specific year).

(3) Does not include grants from New Zealand for specific purposes received from 1945-46 onwards.

Accumulated Surplus

The following is a statement of the accumulated cash surplus of the Territory as at 31st March, 1948 :—

	£
Balance as at 1st April, 1947	417,758
Surplus for year 1947-48	189,397
Accumulated surplus at 31st March, 1948 ..	<u>£607,155</u>

This was held as follows :—

	£
Cash	34,226
Investments in Samoa	28,554
Investments in New Zealand	544,375
	<u>£607,155</u>

The only bank operating in the Territory is a branch of the Bank of New Zealand. At 31st March, 1948, Savings-bank deposits were £317,356; deposits standing to clients' credit in the Bank of New Zealand averaged, over the twelve-monthly period, £304,772. The Bank of New Zealand pays no interest on current account balances, but the Savings-bank allows interest at $2\frac{1}{2}$ per cent. on credits up to £500 and 2 per cent. over that sum up to £2,000. The overdraft rate for good accounts in the Bank is slightly in advance of the rate prevailing in New Zealand.

The transfer of currency abroad is controlled by the Finance Emergency Regulations and transfers for legitimate requirements are freely approved. The provision of foreign currency to pay for imports is controlled by import licences, which themselves constitute exchange authorities.

Taxation

The following table shows net collections of revenue under various Treasury and Customs headings in comparison with the previous year:—

—						1946-47.	1947-48.
						£	£
Amount collected ..	..	..	..	..	..	264,927	475,659
Increase ..	..	..	..	..	..	34,652	210,732

Direct Taxes

The principal direct taxes payable in the Territory are a graduated salary and store tax, a building-tax, and water rates.

A comparative statement of the principal direct taxes is shown below:—

—						1946-47.	1947-48.
						£	£
Store-tax ..	..	..	..	..	..	31,862	42,761
Salary-tax ..	..	..	..	..	..	2,988	2,871
Building-tax ..	..	..	..	..	..	2,874	3,210
Water rates ..	..	..	..	..	..	1,230	1,390

Up to the present time the budget for the fiscal year has been prepared immediately after 31st March by the administrative officers, examined in detail by a Finance Committee of the Legislative Council, reviewed by the Council, and then submitted to the Minister of Island Territories for approval. The Minister's approval constituted the authority for expenditure of the moneys budgeted for. It has been necessary to set up new machinery for the preparation, approval, and implementation of the budget, consequent on the revision of the Constitution, and this was to have been done by the Legislative Assembly at its first session in June and July, 1948.

The annual and total amounts of advances and subsidies by the New Zealand Government are shown in the statements above. Current grants have been made outright and their purposes are shown.

At the present time the Territory has no debts or outstanding loans, and reserves at 31st March amounted to £607,155.

COMMERCE AND TRADE

No international agreements with respect to trade applying to the Territory have been entered into by the New Zealand Government during the year under review.

The Territory does not form part of a Customs union with New Zealand and dependencies, neither has it any Customs agreements with neighbouring territories.

Apia is the business centre of the Territory, and contains four principal commerical firms which operate 168 small trading-stations. Two of these are overseas firms which also operate in other Pacific islands, and the other two are local companies. In addition, there are numerous small trading firms and also various businesses in Apia, such as a branch of the Bank of New Zealand, transportation companies, a motion-picture company, a printing-works, boardinghouses, and restaurants.

The high prices being received for copra and cocoa as a result of the world-wide demand for these products are sufficient stimulus in themselves for the greatest possible increase in the export of these commodities. Adequate shipping is available for these two products, but the export of bananas is limited by the fact that there is only one refrigerated vessel in service. The provision of additional shipping is contemplated.

The Territory having a purely agricultural basis, domestic trade rests on the supply and demand of the indigenous producers. Due to some drift of population towards the Town of Apia, the demand among Samoans for native produce has increased and prices have risen correspondingly.

Motor-vehicles and small motor-boats are the means employed in the internal distribution of domestic and imported products. These are quite effective in present circumstances. Extension of the roading system is facilitating distribution of supplies to the previously more inaccessible villages.

There is no Government trading entity in the Territory, but the New Zealand Government (the Administering Authority) operates the New Zealand Reparation Estates, already referred to in the chapter "Economic Advancement." The domestic trade in local timber and cattle is largely in the hands of the Estates. In foreign trade the Estates are the sole manufacturer and exporter of desiccated coconut, and produce the bulk of the dried bananas exported: Estates copra and cocoa account for approximately 7 per cent. and 15 per cent. respectively of the total produced by the Territory.

Companies operate in the Territory under the provisions of the New Zealand Companies Act, 1933, as applied by the Samoa Companies Order 1935, and comprise those incorporated elsewhere but having branches in the Territory. No corporation receives any special taxation concession.

Since July, 1942, the British Ministry of Food has purchased the total copra-production, except for small quantities shipped to New Zealand, and prices paid to producers are fixed by the Administration. Distribution of the cocoa exports is regulated by the International Emergency Food Council, although actual sales are negotiated by merchants at competitive prices.

Detailed trade figures for the past two calendar years are as follows :—

					1946.	1947.
<i>Import Values</i>						
					£	£
New Zealand	..	..	..	..	172,487	289,892
Australia	..	..	..	..	73,806	133,396
United Kingdom	..	..	..	..	107,268	120,671
Canada	..	..	..	..	23,503	98,701
Fiji	..	..	..	..	14,067	23,338
India	..	..	..	..	10,196	12,927
United States of America	..	..	..	..	65,858	224,890
Other	..	..	..	..	11,510	19,958
Totals	..	..	..	..	478,695	923,773
<i>Export Values</i>						
New Zealand	..	..	..	..	269,504	363,120
Australia	..	..	..	..	11,964	13,808
United Kingdom	..	..	..	..	216,843	671,558
Canada	..	..	..	..	59,639	245
United States of America	..	..	..	..	145,253	299,803
Other	..	..	..	..	15,847	3,236
Totals	..	..	..	..	719,050	1,351,770

Quantities and Values of Principal Exports

				1946.		1947.	
				Tons.	£	Tons.	£
Copra	..	..	..	13,795	340,669	18,181	722,272
Cocoa beans	..	..	..	1,885	207,109	2,378	448,794
				Cases.		Cases.	
Bananas	..	..	..	172,823	86,421	101,754	70,317
				Tons.		Tons.	
Rubber	..	..	..	80	17,827	25½	3,941
Desiccated coconut	..	..	..	568	50,462	615½	79,249
Dried bananas	..	..	..	46	10,118	83½	18,851

Trade figures since 1919, shown at five-yearly periods and for the last four years, are as follows :—

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

Import, Finance and Price Control

In the war period, import, finance, and price controls were instituted, and still continue. Import licences are required for certain goods imported from New Zealand and for goods imported from other countries. Finance control prevents Samoa from being used as a channel through which capital could move from New Zealand.

Local prices of foodstuffs and other essential commodities are set by a Price Tribunal on the basis of the monetary margin of profit approximating the amount obtaining on 3rd September, 1939, on the same or similar classes of goods. During the past year 90 Price Orders were issued covering 552 lines of goods, as compared with 51 Price Orders issued in the previous year covering 238 lines of goods. Lack of staff has prevented any detailed inspections being carried out, but prosecutions have been taken during the year as a result of complaints made to the police. Convictions were obtained in all cases.

There are no actual co-operative organizations engaged in the marketing of exports. The Administration, however, acts for all producers of bananas and negotiates export prices with the Marketing Department of New Zealand, which is prepared to accept all bananas shipped. Similarly, copra exports are under the direction of the Administration, which has a contract with the United Kingdom Ministry of Food for the purchase of all copra surplus to the Territory's and New Zealand's requirements.

There is no special tariff relationship between the Territory and the New Zealand Government. Preference treatment (instituted in 1920) is given to imports from the British dominions. In regard to export trade, no preferential treatment is given to any country.

There being no manufacturing industries, there are no protective tariffs, and Customs duties and other taxes imposed on imports and exports are for revenue purposes only.

Import licences are granted for normal requirements of the Territory and no quotas are imposed except by the supplying countries of goods in short supply, such as flour, sugar, soap, and cotton textiles.

Export licences serve to control the foreign exchange earned by exports and also channel exports in accordance with existing contracts or distribution arrangements (notably copra and cocoa).

Subsidies are not paid, either directly or indirectly.

Measures to protect producers of export commodities from fluctuations in world demand have not been adopted, but are under consideration. Prudent expenditure of the Territory's revenue has resulted in the accumulation of substantial reserve funds.

No monopolies of any kind exist in the Territory.

LAND AND NATURAL RESOURCES

Under the Samoa Act, 1921, all land is legally—

- (a) Crown land, vested in the Crown free from Native title or any estate in fee-simple, of which there are (including New Zealand Reparation Estates) 103,630 acres; or
- (b) European land, being land held from the Crown for an estate in fee-simple, of which there are 40,000 acres; or
- (c) Native land, being land vested in the Crown but held by Samoans by Native title and not by grant from the Crown, of which there are 581,370 acres.

“Native title” means title to land in accordance with the customs and usages of the Samoan race.

Titles to Crown land, European land, and European interests in Native land (leases) are registered by the Administration. The Native Land and Titles Court has jurisdiction to hear and determine disputes affecting Native land.

It will be seen that approximately four-fifths of the land area of the Territory is still held by the Samoans in accordance with their own customs and usages.

Under the Samoa Act, 1921, it is unlawful for Samoans to alienate "Native land" other than to the Crown, although provision is made whereby the Administration may approve of leases up to forty years.

Recent estimates indicate that about 400,000 acres, or 53 per cent. of the total area, is waste land comprising steep mountains, lava beds, and other poor types of country.

Of the Crown land, some 75,360 acres are held by the New Zealand Reparation Estates, but most of it is too poor for commercial development and only 9,836 acres are cultivated by the Estates management, while 4,681 acres are leased to private European planters.

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

The only population pressure on land exists in Apia and a few of the larger villages, where population increases have led to a shortage of plots for growing foodstuffs for their inhabitants and to some congestion of buildings. The New Zealand Reparation Estates, as a matter of policy, is prepared to relinquish to the Ali'i and Faipule of such communities sufficient areas of Estates land in the vicinity to meet their requirements.

Power for the New Zealand Government to take land for public purposes, including defence, is provided for in the Samoa Act. No land has been taken during the year under review.

FORESTS AND MINES

No minerals of commercial value are known to exist.

Forest resources are limited, but there are some good hardwoods. Two small sawmills are operated locally, one by the New Zealand Reparation Estates on Savai'i, and the other by a European at Apia.

AGRICULTURE, FISHERIES, AND ANIMAL HUSBANDRY

Agricultural services consist of:—

- (a) Inspection of all produce for export in order to maintain good marketable standards; plantations are also subject to inspection for noxious weeds and for the rhinoceros beetle (*Oryctes nasicornis*), which destroys the coconut-trees.
- (b) Fourteen Samoan Plantation Inspectors, who are elected as part of the system of Samoan elective officials, and whose duty it is to inspect Samoan cultivations and encourage new plantings.

Marine products are gathered by the Samoans, but commercial fishing is negligible.

The live-stock industries are of local importance. Pigs and poultry are significant in Samoan economy, and horses and cattle are numerous. Horses are used mainly as pack-animals by the Samoans, and cattle are used on European plantations to keep down growth. They also provide fresh beef for local consumption and hides for export. The New Zealand Reparation Estates alone have some 9,000 head of cattle, of which about 1,200 are killed annually for meat. A dairy is run near Apia by a European landholder who supplies fresh milk to the hospital and to private consumers. New blood-stock is imported, mainly from New Zealand, to improve and maintain the local strains.

INDUSTRY

The desiccated-coconut and dried-banana industries have been developed wholly by the Reparation Estates, the first in 1942 and the second in 1946, and the factories employ about 350 Samoans. One European planter has also entered the dried-banana industry. The whole output is sold to New Zealand.

Samoans around Apia sell various types of Native handicrafts, but no overseas outlets have been organized.

Particulars as to the amount of outside private capital invested in the Territory are not available. Through the New Zealand Reparation Estates, the New Zealand Government has a considerable investment in Western Samoa.

TRANSPORT AND COMMUNICATIONS

Postal and Radio

The Postal and Radio Department is responsible for communications. While the postal services have returned a profit, the radio is not wholly self-supporting. Postal and radio services are maintained in conformity with the standards of the Post and Telegraph Department of New Zealand, the technical officers required being seconded from that Department. Executive and financial responsibility, however, rests with the Administration.

Eleven sub-post-offices under the control of the Postmaster, Apia, and six radio out-stations under the control of the Superintendent, Apia Radio, serve the islands of Upolu and Savai'i, the out-stations being staffed by trained Samoan operators.

A telephone service with 225 connections serves Apia and its environs. There is no newspaper published in the Territory, and a cyclostyled daily sheet issued by the Secretariat gives the public up-to-date news.

The Apia Radio Station has assisted with and at times carried on aeradio and weather-reporting services, but owing to overloading of the capacity of the station it has been arranged that the two services will be entirely separated.

Arrangements are being made for the installation of ship-to-shore telephone equipment.

Licences issued during the year in respect of privately owned radio receivers totalled 135.

Following is a table of transactions during the past three years :—

	1945-46.	1946-47.	1947-48.
Value of money-orders issued	£3,646	£4,820	£4,626
Value of money-orders paid	£7,510	£4,798	£4,046
Post Office Savings-bank withdrawals	£95,001	£107,620	£104,827
Post Office Savings-bank deposits	£103,748	£97,165	£118,520
Number of depositors as at 31st March	4,382	4,725	5,175
Amount held to their credit	£265,534	£260,780	£280,311
Number of Samoan depositors	3,311	3,670	4,169
Amount held to their credit	£32,096	£29,395	£37,045
Number of radio messages	13,141	15,935	18,240
Net receipts therefrom	£3,565	£3,627	£4,424

Broadcasting

During the year, the establishment of a broadcasting service for the Territory was undertaken as a means of disseminating among the Samoan people reliable information on health, educational, and political matters, and on 31st January the station known as 2AP and operating on 1420 kcs. was officially opened. The station is operated by two trained New Zealand personnel and four local employees, while the maintenance of village

receivers is under the supervision of the Superintendent, Apia Radio, who is training local personnel. One hundred and forty-seven Samoan villages in Upolu and Savai'i are equipped with broadcasting sets of a type which can receive the local station only; extensions of the service are being arranged by the installation of a further 100-odd receivers. The station operates a news and musical programme between the hours of 6.30 p.m. and 9.30 p.m. on Mondays, Wednesdays, Fridays, and Saturdays, and also broadcasts an educational programme to the school-children between the hours of 10.30 a.m. and 11.30 a.m., Mondays to Fridays inclusive.

The capital cost of establishing the service and the operating-expenses to the 31st March, 1948, have been found by the New Zealand Government.

Roads

There are some 204½ miles of roads capable of carrying motor traffic in the Territory, made up as follows: 34 miles sealed; 115 miles metalled; 55½ miles earth (unmetalled).

Most of these roads are on the northern coast of Upolu. Omnibus and taxi services are active, there being thirty-four buses and forty-eight taxis registered. These public transport vehicles are owned locally by Samoans and other residents, there being no public transport facilities owned by any outside interest. On the south coast of Upolu and in the major portion of Savai'i there have been merely bridle paths and tracks for internal communication, but an extensive programme of road development in these areas is at present in hand. During the year some 22 miles of new roads in Savai'i and 15½ miles in Upolu have been constructed and are in process of being brought to the final required standard. The road-development programme calls for the completion of some 145 miles of new roads, which will practically encircle both islands. The whole programme of new roading has been greatly handicapped through shortage of transport and other equipment.

To protect existing roads from sea erosion, some 5,000 lineal feet of lava stone sea-walls have been constructed during the year.

General repairs and maintenance to roads, which has been considerable this year owing to continuous heavy rains during January and February, has included reconstruction of 2 miles of road and reformation and metalling of 9½ miles (including 4 miles from Vailima to Afiamalu, the transmitting site for the broadcasting-station), while improvements have been carried out on the 16 miles of the main East Coast Road. Three bridges have been replaced, and repairs and maintenance carried out on 9 other bridges.

Air Transport

The New Zealand National Airways Corporation operates a regular fortnightly schedule from New Zealand via Fiji to the Faleolo airfield, which is situated some twenty-two miles to the west of Apia. This airport, together with the adjoining emergency seadrome, is maintained by the Aerodromes Branch of the New Zealand Public Works Department.

Meteorological

The Apia Observatory, which is staffed and controlled by the New Zealand Department of Scientific and Industrial Research at the cost of the New Zealand Government, carries out a programme of synoptic and climatological meteorology under the direction of the Director of Meteorological Services, Wellington.

The station supplies synoptic weather reports seven times daily and upper-air observations by means of pilot balloons four times daily. Reports are transmitted, together with reports from the Tokelau, Cook, and Society Islands, to Nandi, Fiji.

Other activities of the Observatory include climatological observations, route forecasts for aircraft, and weather reports for ships.

The three reporting-stations in the Union or Tokelau Group—Atafu, Nukunono, and Fakaofu—are under the direct control of Apia Observatory and are visited regularly.

Rainfall stations numbering 21 are maintained throughout Western Samoa.

A tide-gauge is in operation and complete records of the rise and fall of the tide are obtained. These results are forwarded monthly to the United States Coast and Geodetic Survey. In addition, sea temperatures are measured daily.

A new service is the broadcast four times weekly of an area forecast by the new Apia Broadcasting-station, 2AP.

A little over twelve months ago a hurricane-warning scheme for the Samoa area was inaugurated by the Observatory.

A table showing climatological data for Apia over the past five years is given at the end of this report, see page 51.

Shipping

The shipping needs of the Territory are supplied by a regular monthly passenger and cargo service from New Zealand via Fiji and by cargo-steamers from both British and American ports at approximately two-monthly intervals. Although Samoa has long been a stopping-place for ocean-going ships, the only harbour, situated at Apia, is a very poor and exposed anchorage. Internal water communications are by motor-launches of shallow draft in order that they may cross the reefs and enter the lagoons.

There are no distinctions made between indigenous and non-indigenous inhabitants in the use, ownership, and operation of existing transport and communications facilities.

Communication and transport connections with external points are as described earlier.

PUBLIC WORKS

Electricity

The Apia area is reticulated for electric light and power. A new hydro-electric scheme to operate as a 300 kW. generator is in progress, but completion of the work is being delayed by lack of materials, mainly cement, reinforcing-iron, and pipes. The generating plant has already been installed in a new concrete power-station and has been tested. Existing power facilities consist of an 80 kW. hydro-electric plant which is helped at peak loads by a 70 kW. Diesel plant. When the new 300 kW. generator is in operation it will be possible again to have street lighting, to sanction the use of additional electrical appliances, and to extend the supply beyond the Apia area.

Buildings

One official residence in wood was completed and a new one erected during the year; extensive repairs and alterations were carried out on three others, and also at the dispensary and out-patients block at Apia Hospital. Four new lavatory blocks and a septic tank, all in reinforced concrete, were constructed at the main school blocks at Apia. A modern machine shop, electrical workshop, and motor-vehicle-repair shop have been constructed at the Public Works Department. Considerable maintenance has been undertaken on Government buildings generally. These are mainly of wooden construction, and as most of them are over twenty years, and some over sixty years old, climatic conditions and the ravages of the white ant tend steadily to increase the maintenance required.

Waterworks

Three water-supply systems serve the Town of Apia, being reticulated from the nearby streams known as the Vaisigano, Vailima, and Fuluasou. The work of replacing the old 4 in. main on the Vailima water-supply has been continued during the year and 1 mile 56 chains of 5 in. pipes has been laid. Although 6 in. pipes were desired to join up with the 6 in. pipes laid the previous year, 5 in. pipes only could be procured, and not sufficient of those to carry the work to completion. The Apia supply has been carried to the Fa'ato'ia and Leone Road districts by the laying of 4,900 ft. of 2 in. main. At Satapuala Village a new water-supply was laid in 1,300 ft. of 2 in. pipes and 3,500 ft. of $\frac{1}{2}$ in., with forty-nine bathhouses in Native style. A 5,000-gallon concrete tank has been constructed at Apolima.

G. SOCIAL ADVANCEMENT

GENERAL

The social system of the Samoans is such that poverty cannot exist. All families are well endowed with land capable of supplying them with their material wants. There is therefore no social-welfare problem as affecting the indigenous inhabitants of the Territory.

Charitable aid is extended to a small number of aged and indigent Europeans and part-Europeans through the Secretariat. This generally takes the form of orders for foodstuffs, and annual expenditure, all from Administration funds, is inconsiderable. The estimates provide £800 per annum for this purpose, together with pensions and compassionate grants.

To assist in the social welfare of the part-European community, an area of Government land at Aleisa, eight miles from Apia, was thrown open in 1936 for settlement. The settlement is now well established, and some thirty-seven families are fully engaged in the cultivation of cocoa beans and other tropical products.

No special problems have been created by the return of the few ex-servicemen to the Territory. The local ex-servicemen's association extends assistance as required to members, but this so far applies to only a few non-indigenous veterans of the 1914-18 War.

SOCIAL CONDITIONS

The Samoan social structure is based on the family, a compact unit composed of individuals owing allegiance to the matai, the head of the family. Each matai has a voice in the village council and may be selected by the village to represent it in the district council. The district council in its turn nominates one of its members to represent the district in the Fono of Faipule, an advisory body comprising forty-one members which meets the High Commissioner generally twice a year.

All Samoans are professed Christians and have been in contact with European missionaries since 1830.

Slavery, or practices akin to slavery, do not exist in the Territory.

The movement of the indigenous population within the Territory is free from restriction. Travel outside the Territory is subject to the Permits Ordinance 1921, which provides that all residents, indigenous or otherwise, desiring to travel must obtain a departure permit beforehand.

There is a desire on the part of many younger people to visit and seek employment in New Zealand, and permits are freely granted by the Administration, the only qualifying factors being good health and good character. New Zealand, for its part, admits Samoan visitors without restriction, and temporary permits are renewed from time to time dependent on reports of good behaviour and suitable employment. Samoans who remain in the Dominion for five years may be regarded as permanent residents.

Movement of population from the outer districts to Apia is resulting in a shortage of land there for food-production and living-space in the town itself. Amelioration of the condition is to be met by land being made available from neighbouring portions of the New Zealand Reparation Estates.

There is only a small volume of immigration into the Territory, this being restricted to ensure that the best interests of the inhabitants are safeguarded. In regard to both immigration and emigration, equal treatment is extended to nationals of all States, whether members of the United Nations or not.

Vagrancy is a penal offence. In Samoa a vagrant is defined as a person (other than a Samoan born in Samoa) who has no lawful means of support or has insufficient lawful means of support.

STANDARDS OF LIVING

Little change has taken place during the last few years in the consumption and standard of living of principal groups of the population. The cost of living, particularly for the European and part-European residents, has shown a considerable increase during and since the war years, but no comprehensive cost-of-living indices are available.

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.

LABOUR

Regular employment for wages is not a natural form of Samoan life, and figures taken out at the 1945 census showed only 3 per cent. of the Samoan population in such employment. They are not held to contracts, but work as and when they wish.

The plantations can, to a certain extent, overcome the difficulty regarding regular employment by engaging co-operative family or community groups on casual work, but in the stores and in the Administration where regular daily tasks are required the labour turnover is very large. On the other hand, the local stevedoring company has no difficulty in recruitment of labour for the two or three days of intensive work available when a cargo-vessel is in port.

This reluctance on the part of the Samoans to regular work led during the German regime to the recruitment of indentured labour from China and from the Solomons. The New Zealand Government, however, for economic and social reasons, has gradually

reduced the number of Chinese until at 31st March, 1948, there were only 285 left in the Territory. Of these, 126 await repatriation to China, and the remainder are being permitted to remain in the Territory.

There are 72 Melanesian labourers remaining in Western Samoa, practically all of whom are employed by the New Zealand Reparation Estates.

It will be seen from Section C of this report that New Zealand has extended the application of a number of International Labour Organization conventions to Western Samoa. Consideration is being given at the present time to the advisability of introducing industrial legislation to suit the needs of the Territory.

There are at present ample opportunities for all persons seeking employment.

The training of skilled and professional workers is arranged in the Territory by a training-school for teachers and a dental clinic for Samoan dental officers, and outside the Territory by the Central Medical School at Suva and scholarships in New Zealand. Young persons travel freely to New Zealand to seek employment and to gain trade experience.

PUBLIC HEALTH

(For calendar year 1947)

The staff consists of the Chief Medical Officer and 2 other European medical officers, 20 Native medical practitioners, 7 Native dental officers, 1 European dispenser, 1 qualified bacteriologist of part Samoan descent, and a nursing staff consisting of a Matron, an Assistant Matron, 9 European Sisters, 97 Native nurses, trainees, and baby-welfare assistants, and 82 others. Including office personnel, the health staff comprises 18 Europeans, 4 part-Europeans, and 200 Samoans. In addition, there are 10 trainees at the Central Medical School, Suva, taking the Native medical practitioners' course.

Of the 20 Native medical practitioners, 3 are employed at the Apia Hospital, 1 in the Apia District, 13 at out-stations, 1 on relieving duties, 1 at Niue on loan, and 1 in the Tokelau Islands.

During the greater part of the year the Chief Medical Officer has undertaken routine hospital duties owing to shortage of qualified staff.

Apia Hospital consists of a European hospital, a Samoan hospital including Samoan-style houses and a ward, a leper compound, a Chinese ward, a dispensary and out-patients department, a laboratory and x-ray department, an office, a laundry, and stores. Various improvements and alterations have been made to the buildings during the year, and a forward programme is in hand designed to improve the general layout and to provide additional permanent structures.

There are 13 medical out-stations, each with a Native medical practitioner in attendance assisted by a qualified Native nurse, while 3 additional out-stations are under the control of Native nurses only.

Considerable help in the care of the sick is afforded by the women's committees, which are established in all the main villages. Qualified Samoan nurses regularly visit and lecture to these committees, and at the same time inspect the babies and school-children. In his recent report the Inspector-General, South Pacific Health Service, comments that Western Samoa has the most highly organized system of women's committees in the south-west Pacific.

No distinction can be made between curative and preventive services as far as personnel is concerned, since, with the exception of six local Sanitary Inspectors, there are no purely health duties.

Advances in public health in the past year have been largely in the planning stage, due to shortage of staff, which has limited the actual progress. The Inspectors have visited nearly all districts, however, and have remained long enough to instruct the

people in simple sanitation and to supervise the erection of latrines and the cleaning-up of waste areas and rubbish dumps. This work was curtailed owing to the necessity of bringing them back to Apia to assist in quarantine measures against the introduction of poliomyelitis, prevalent in New Zealand.

Health education has continued through the women's committees in the villages, where they receive regular lectures, demonstrations, and visits. In addition, there has been instituted a series of two health lectures weekly in Samoan and one in English over the new broadcasting system, and a "Women's Committee Hour" is planned in addition.

A 16 mm. talkie projector is on order, and health films edited specially for this country, with in many cases a sound track in Samoan, are in the course of preparation. A film on hookworm (Walt Disney) on loan from the American Legation in Wellington, New Zealand, has been shown widely throughout the schools by the Education Department.

A short course on hygiene was given at the Samoan teachers' refresher course in the school vacation.

No new public-health legislation has been introduced, except for the introduction of death certification by a medical practitioner.

A research team from the Otago Medical School (New Zealand) was to have visited Western Samoa in December, 1947, and to remain three months making preliminary investigations into the problems of jaundice, fungous diseases, and dental disorders. Unfortunately, owing to quarantine restrictions referred to above, the visit was postponed. In the meantime, however, investigations have been carried out to establish a basis for the team's research.

A tuberculosis survey was commenced, but had to be abandoned owing to staff shortage. It will be continued. The question of the introduction of B.C.G. immunization is under discussion with the Tuberculosis Division of the New Zealand Department of Health.

The Samoan medical services come under the South Pacific Health Service Organization and, through the Board of Health of that Service, have contact with all the international organizations in this field.

Regular notifications of infectious diseases are sent out.

Vital statistics are not fully reliable in so far as notifications of deaths are concerned, and new legislation has been introduced requiring that all deaths be reported by a medical practitioner, whether he was in attendance on the case prior to death or not.

Every effort continues to be made to obtain medical officers for the territory, but these are hampered by the general scarcity of men prepared to accept tropical service.

Doctors are not trained within the Territory, but the Administration subscribes to the upkeep of the Central Medical School in Suva, where at present ten Samoan students are in training as Assistant Medical Officers. Samoan nurses, dressers, dispensers, laboratory assistants, dental officers, and assistant health inspectors are trained locally at the hospital in Apia. There is no private training organization outside this. Midwifery is taught to nurses as part of their general training.

These courses are available to the whole population, with the exception of the Suva training course for Assistant Medical Officers, which is available only for full Samoans.

Unqualified Samoan practitioners, or "witch doctors," are active in most villages, and little can be done to limit their activities as long as there exists a tendency among the ordinary people to believe in them. Improvement in medical services, however, is gradually undermining their power, and except in certain specified complaints like bone injuries and tuberculosis the qualified practitioner has the greater influence.

During the year there have been three sharp epidemics with very wide incidence but very low mortality. In January, 1947, mumps broke out, and over a year later some cases are still being reported.

In May, 1947, there was a sharp epidemic of mild influenza affecting about two-thirds of the population but causing death in only a few cases, all old people. Later in the year whooping-cough became epidemic, and again, while the incidence has been high, the complications have been slight—some deaths from broncho-pneumonia in young children have occurred.

The main endemic diseases are filariasis, hookworm, yaws, tuberculosis, and enteric fever, with the usual seasonal incidence of bacillary dysentery, food poisoning, and gastro-enteritis.

There is no leper settlement in the Territory. Leprosy occurs, and diagnosed cases are kept in a special compound at Apia Hospital to await transport to the leper settlement at Makogai in Fiji.

Professional prostitution does not exist in the Territory.

Direct health education is carried on by means of radio broadcasts, articles in the official publication in the vernacular, and by demonstrations and lectures to the women's committees in the villages by European and Samoan Medical Officers and Health Inspectors. Indirectly, the people are being led to a better appreciation of health and sanitation by the example of the Samoan members of the Government Health Service throughout the Territory and by education in schools.

Typhoid inoculations and whooping-cough and tetanus immunization are widely used. All the normal preventive immunization material is kept in stock and used as the occasion demands.

The Medical Department co-ordinates, as far as possible, the work of the missions in the health field. This, however, is relatively unimportant compared with the work performed by the Department.

Each district hospital and dispensary is in part an ante-natal clinic. The main clinic is at the Apia Hospital in charge of a qualified New Zealand midwife and under the direction of a European Medical Officer.

Much of the work of the District Nurses with the women's committees is in this field. Women who attend hospital for childbirth are attended by a European doctor, Samoan medical practitioner, or midwife. In the districts they are attended, if they so desire, by the Samoan medical practitioner or District Nurse. Most Samoan women, however, are attended only by the old women of the family or village. Where difficulties are encountered, it is usual to call a Samoan medical practitioner or to bring the patient to hospital. A large proportion of maternity work in Apia Hospital therefore deals with abnormal and neglected cases. There has been a tendency in the last few years to seek earlier medical attention than was previously the case. The practice of midwifery is not controlled by regulations.

School medical services do not as yet completely cover the Territory, but on the main island of Upolu most schools are visited on an average twice weekly, and yaws injections are given weekly in most. All school-children are seen at least once or twice a year. At the main Samoan school in Apia there is a permanent health clinic with a nurse in attendance during school hours. Pre-school care is given by the District Nurses through the village women's committees.

The general standard of nutrition is fairly high, although no special nutritional measures have been introduced, nor is any supplementary feeding supplied to children at school. The normal diet of the Samoan consists mainly of taro, bananas, and breadfruit (in season) supplemented by fish and, on special occasions, by fresh pork or beef. In addition, tinned meat and other European foods are consumed. There are no wild animals of importance as a food-supply, and wild birds and wild-plant life do not form an important part of the Native diet.

Full medical facilities are available to the whole population for the treatment of tropical diseases prevalent, which are limited to filaria, yaws, and some of the fungoid skin conditions. These are treated at all out-stations, and arrangements allow for cases in out-station hospitals to be transferred to Apia for specialist attention if desirable. Venereal disease is not widespread and only gonorrhoea has been isolated. Treatment in each case is usually as an out-patient, but hospitalization is available and is enforced when required.

There is one main base hospital at Apia and thirteen district dispensaries and three District Nurse dispensaries. It is proposed within the next two years to build up four of these district dispensaries to be twenty-four-bed district hospitals. There are no medical units run by missions or private bodies.

SANITATION

In Apia nearly all European dwellings have septic tanks, while many Samoan dwellings have pit latrines. Others have no latrines at all, the beaches being used for this purpose. Most villages have sea latrines and a few pit latrines, but many Samoan families are not provided with latrines at all. In Apia there is one public latrine, but there are none in the villages.

Drainage facilities in Apia are fair. Storm-water drains lead either to natural streams or direct into the harbour. Household drainage is usually into a deep sump—ground drainage is good and this method creates no nuisance. In some villages where there is a piped water-supply but no drainage, swamps are created, but in most areas the natural porosity of the soil or the presence of a natural drainage stream provides well enough to prevent an actual nuisance.

Much of the occupied land about Apia is swampy, and drainage ditches are kept in repair by the owners of the ground. Mosquito control in these areas is provided by swarms of surface-feeding small fish.

Water-supply in the Apia area (population about 8,450) is from three catchment areas all well forested. They are policed regularly and human contamination is kept at a low level. The water, however, does not come up to safety standards and people are advised to boil drinking-water.

Village water-supplies vary. Some are piped, but all are subject to contamination. Most villages are served by seashore springs and the water for domestic use is carried in buckets to the houses. Health Inspectors sample the water regularly for testing at Apia Hospital. Some of the springs are satisfactory at all times, but the majority show signs of contamination.

Stagnant pools, except in a few villages, are not a problem, and apart from a steady filling programme no special measures are taken to deal with them. In the absence of malaria, mosquito-breeding is not dangerous. The only disease-carrying mosquito is *Aedes pseudo-scutellaris* (filariasis carrier) which is a tree-hole breeder. This latter is tackled by the Health Inspectors, who demonstrate its control on their village inspections and endeavour to have the people block up tree holes and clean up collections of coconut husks, cocoa pods, &c., where it may also breed.

Rats create an economic and health problem which is being tackled now by use of Antu, a new and potent poison. Live rats are trapped and examined for diseases which may be transmitted to man, and although results have been negative, the system has been in operation for too short a period to exclude any possibilities of infection from this source. There is a strong suspicion that some rats are infected with leptospirosis, as some years ago positives were found in liver sections sent to Australia for special investigation.

The New Zealand Sale of Food and Drugs Act and its regulations apply to Samoa, and in addition there are local regulations concerning the registration and inspection of markets, bakeries, abattoirs, &c.

DRUGS

The manufacture, sale, and distribution, &c., of drugs is controlled by the Samoa Dangerous Drugs Order 1930, and the Samoa Pharmacy Order 1924. The population is not addicted to the use of narcotic drugs, apart from some half-dozen aged Chinese who receive a small weekly allowance of opium from the Government hospital. Details of drug consumption during the year under review are as follows: 5·631 kg. opium; 0·023 kg. of anhydrous morphine; 0·004 kg. pure cocain; 0·041 kg. pure heroin.

All these drugs are issued by the qualified pharmacist in charge of the dispensary at the Government Hospital, Apia, and in conformity with the Samoa Dangerous Drugs Order 1930 and amendments.

The Geneva Opium Convention of 19th February, 1925, and the Limitation Convention of 31st July, 1931, are applicable to the Territory.

MISCELLANEOUS

The following is a list of the important infectious diseases in the out-stations:—

			Malignant Jaundice.	Catarrhal Jaundice.	Enteric.	Tuberculosis.
Savai'i—						
Tuasivi	4	9	..	6		
Satupaitca	8	10	..	21		
Salailua	2	1	24	2		
Sataua	1	2	..	5		
Safotu	5	7	4	22		
Fagamalo	1	4	1	14		
Upolu—						
Lufilufi	1	6	4	3		
Fagaloa Bay	1	4	3	18		
Aleipata	1	7	5			
Poutasi	2	2	5			
Sa'anapu	..	4	1			
Mulifanua	3	2	4	..		
Leulumoeaga	1	13	17	21		
	31	71	68	140		

Enteric fever and pulmonary tuberculosis are diagnosed on clinical symptoms only, and it is considered that the diagnosis of these two diseases may not always be correct.

Several out-stations have now received small kerosene refrigerators for the keeping of T.A.B. vaccine, mixed vaccines, A.T.S. serums, and penicillin.

Mental Patients

				Males.	Females
In-patients at commencement of year	..	..	..	3	..
Admission of mental patients during the year	..	..	..	1	2
Discharges of mental patients during the year	..	..	..	2	1
Deaths of mental patients during the year	..	..	..	..	..
Remaining mental patients	..	..	..	2	1

Gaols

Inspections are carried out monthly. The health of the prisoners is particularly good and, except for new prisoners, they are free from contagious diseases.

INFANT MORTALITY
Deaths (Samoans) at Different Ages

	Number of Deaths.					Percentage of Total Deaths.				
	1943.	1944.	1945.	1946.	1947.	1943.	1944.	1945.	1946.	1947.
Under 1 week	35	23	12	47	26	2.73	3.56	2.35	7.17	4.24
1 week to 1 month ..	19	11	4	23	17	1.49	1.70	0.77	3.50	2.77
1 month to 3 months ..	43	22	17	25	9	3.36	3.39	3.33	3.81	1.47
3 months to 6 months ..	55	22	11	25	20	4.30	3.39	2.15	3.81	3.26
6 months to 12 months ..	143	86	65	56	67	11.18	13.32	12.72	8.54	10.92
1 year to 2 years ..	173	71	70	66	74	13.53	10.98	13.70	10.06	12.07
2 years to 3 years ..	67	18	24	32	24	5.24	2.78	4.70	4.88	3.92
3 years to 4 years ..	47	19	16	18	12	3.67	2.93	3.13	2.75	1.96
4 years to 5 years ..	19	9	5	16	7	1.49	1.38	0.98	2.44	1.14
5 years to 10 years ..	74	48	31	40	33	5.79	7.42	6.07	6.09	5.39
Over 10 years	604	318	256	308	324	47.22	49.15	50.10	46.95	52.86
Totals	1,279	647	511	656	613	100.00	100.00	100.00	100.00	100.00

The infant-mortality rate was 56.94 per 1,000 births. A table setting out the rate of deaths under one year per 1,000 registered births during the last twenty years is set out below :—

1927	101	1934	104.8	1941	69.59
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.

ALCOHOL AND SPIRITS

The Trusteeship Agreement for the Territory of Western Samoa approved by the General Assembly of the United Nations provides that the Administering Authority shall control, in the interest of the inhabitants, the manufacture, importation, and distribution of intoxicating spirits and beverages.

The importation and manufacture of liquor containing more than 3 per cent. of proof spirit is prohibited by the Samoa Act of 1921, sections 336 to 341, except importation by the Administration for medical, sacramental, or industrial purposes (as provided by section 340). Importation and the disposal of liquors so imported are controlled by the Sale of Intoxicating Liquor Regulations 1920. Sale to both Europeans and Samoans is prohibited except where prescribed by a duly qualified Government Medical Officer, and for medicinal purposes only (see also Board of Health Regulations, No. 1).

There are no licensed distilleries or breweries, and the police take steps to prevent illegal manufacture. There is no Samoan beverage containing alcohol. The Samoan ceremonial drink, Kava, if allowed to stand does not ferment, and after a few hours becomes stale and unpalatable. It is not consumed in sufficient strength to have any toxic effects.

Spirits and alcoholic beverages imported during the year ended 31st March, 1948, were :—

Nature of Liquor.	Average Approximate Percentage of Alcohol by Weight.*	Quantity imported, 1947-48.	Quantities issued under Medical Permits, 1947-48.	Countries of Origin.
Spirituuous liquors—		Gallons.	Gallons.	
Whisky	38.5 to 51.0	2,028	2,231	United Kingdom, Canada.
Brandy	38.5 to 49.3	142	179	Portugal, France.
Gin	40.6	201	243	United Kingdom, Holland.
Rum	40.0 to 47.0	290	193	British West Indies, Australia.
Alcoholic beverages—				
Liqueurs	25.0 to 30.0	82	74	Australia, France.
Port, sherry, white wines, champagne	12.0 to 17.8	526	429	Portugal, Australia, Spain.
Vermouth	5.5 to 10.0	40	177	Australia, Portugal, Italy, France.

* The approximate percentages of alcohol by weight given above are those accepted by the Customs Department in New Zealand. The maximum alcohol content permitted for wines is 40 per cent. proof spirit. There is no limitation as regards the alcohol content of ale and other fermented liquor, and analyses of samples of all brands of ale imported show percentages of alcohol by weight ranging from 1.51 to only 2.39. The ales imported into Western Samoa, therefore, although subject to regulations under the Samoa Act, 1921, do not come within the definition of "intoxicating beverages" and have accordingly been omitted from the return.

Importations for sacramental purposes were 169 gallons of wine, and for industrial purposes 240 gallons of rectified spirits of wine.

Revenue derived from duties on liquor for the year ended 31st March, 1948, were :—

	£	s.	d.
Medicinal liquor	2,944	19	10
Industrial liquor			
(NOTE.—No duty was payable under this head, as the rectified spirits of wine referred to above were imported by the Administration.)			
Sacramental liquor	4	18	0

Except in the case of sacramental liquor, which pays port and Customs service tax only, the ordinary *ad valorem* rates of duty applying to all goods not subject to specific duties are levied on liquor. The rates are : Import duty, 17½ per cent. or 25 per cent., plus surcharge of 15 per cent. or 25 per cent. on British and other respectively ; port and Customs service tax, 5 per cent. There is no authorization for higher specific rates of duty. All liquor is sold by the Administration at prices approximating current retail prices in New Zealand and the rate of duty is therefore immaterial.

POPULATION

The last census was taken on 25th September, 1945. The assessment of population since that date is based on records kept by the Registrar of European Births and Deaths, by the Samoan Affairs Department, and by the Inspector of Police as Immigration Officer.

The registration of births and deaths is compulsory.

For population statistics for the last five years see Appendix I.

Alterations in population since April, 1921, the date of the first census taken by the New Zealand Administration, are shown hereunder :—

Designation.	As at 17th April, 1921	As at 31st March, 1948.	Total Increase or Decrease.
Europeans	835	316	— 519
Persons of part-Samoan blood	1,231	5,109	+ 3,878
Native Samoans	33,336	67,149	+33,813
Chinese labourers	1,290	285	— 1,005
Melanesian labourers	465	72	— 393
Other Chinese*	..	5	+ 5
Totals	37,157	72,936	+35,779

* Not shown separately in 1921 census.

PENAL ORGANIZATION

The two prisons in the Territory form part of the Police Department organization and are situated on Upolu, one at Vaimea, near Apia, and the other at Tafaigata, some seven miles distant, the latter being a prison farm. A full European gaoler is in charge under the Inspector of Police and Prisons, the remainder of the staff being Samoans. These consist of one sergeant and six warders at Vaimea Prison, and one corporal and six warders at Tafaigata. There are two wardresses in charge of the female prisoners.

Staff is recruited from Samoans of good character and physique and having ability to enforce discipline. Candidates must pass a medical examination before becoming eligible for employment. On enrolment they are trained in their duties by the gaoler and the sergeant.

Prisoners are classified as follows : Samoans, part-Samoans, Chinese, full Europeans. The two latter classes are rare. Female prisoners, who are housed in a separate compound, are few in number and are all Samoans.

Prisoners housed in cells have 50 square feet of space each, or more where there is only one person in a cell. Of other prisoners, most are housed at Vaimea in a fale or Native hut with strong wire-mesh walls, and at Tafaigata in two large airy rooms. In Vaimea each prisoner has an average of 22 square feet sleeping-space, and when locked up for the night is free to move around in 594 square feet till bed-time. At Tafaigata the average is 28 square feet sleeping-space to move in before bed-time. A medical officer visits Vaimea every day to attend sick prisoners. Religious services are held in both prisons every Sunday by visiting clergy. No scholastic education is given in any of the prisons. However, all prisoners are shown how to plant and maintain properly all native foodstuffs which they would normally use in their own villages. They also learn something of soil conservation, rotation of crops, growing of vegetables, carpentering, native fale building, cement-work, basketmaking, and thatch-making; in addition, they are taught how to care for and handle cattle and to milk and tend cows. Prisoners are permitted to read suitable literature in their leisure hours; most of them devote considerable time to reading their Bibles.

Juveniles are not imprisoned. There are no special laws and Courts to deal with them. On conviction, a juvenile is sent to an approved family for care and discipline, and during his stay there is treated as one of the family. Juvenile delinquency exists to a very small extent; fifteen offenders only appeared before the Courts during the year ended 31st March, 1948.

The majority of prisoners are employed on the prison farm at Tafaigata in the production of native food used as prison rations and of vegetables for the Government hospital at Apia, cutting of firewood for prison requirements, and planting of other crops such as manioc, bananas, bamboo, citrus fruits, ginger, &c., for which a local demand exists. The main food crops used for rations are bananas, taro, breadfruit, yams, and ta'amu. Prisoners are also engaged on the maintenance of all prison buildings and other general work as and when required on a farm of this nature. They are accordingly out in the open during working-hours in gangs under the charge of warders. Good-conduct prisoners at Vaimea are used for cleaning Government House grounds, the maintenance of sugar-cane plantations at Vaimea, collection of sugar-cane leaves for fale thatch-making, and vegetable-growing as at Tafaigata. The incorrigibles, who average about ten in number, are employed within a concrete-walled yard making fale thatch, bamboo baskets, and native sinnet. Other prisoners are employed outdoors under official supervision on the cleaning and care of Government buildings and grounds, and are housed at Vaimea Prison at night, except for four permanently housed at the police-station. All prison gangs are under the supervision of warders, with the exception of those referred to in the preceding sentence. Prisoners receive no remuneration for their labour. Prisoners are not sent long distances or outside the Territory for confinement. In certain cases convicted persons are bound over to be of good behaviour for specified periods, while others are dealt with by being placed on probation for a definite period, during which time sentence is suspended. Hard labour only is provided for in a sentence of imprisonment.

No prison legislation was passed during the year and no major changes or reforms were introduced during the year.

Prisoners on admission to gaol are given a resume of the prison rules and regulations by the gaoler. Breaches are punished by withdrawal of privileges (permission to have two visitors every Sunday, writing 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 require to be so punished is very small. Prisoners proving absolutely unamenable to discipline are housed in the cell block and work in the concrete-walled yard mentioned earlier. These prisoners see no visitors, no extra outside food is allowed apart from their prison rations, and they are not permitted to write letters. After a period of this treatment they generally become amenable to discipline and can then be released to work outdoors with the gangs on the prison properties. Escapees are dealt with by the High Court, which, if the case is proved, usually imposes sentence of a further term of imprisonment.

The Governor-General of New Zealand may pardon a prisoner, or may remit any portion of a sentence of imprisonment or any portion of a fine, or may commute a sentence of death to one of imprisonment.

The High Commissioner may exercise like powers of pardon or remission in the case of prisoners serving a term of less than one year. In cases where a term of one year or more is imposed, the High Commissioner may remit not more than one-fourth of the sentence if the conduct and industry of the offender have been satisfactory.

Prisoners so released prior to the expiration of their full sentence are free to do as they please and to take up their normal civilian pursuits. The serving of a term of imprisonment makes no real difference to the future life of the Samoan, as imprisonment in the Territory does not carry the derogatory stigma that it does in most European countries.

There is a system of release on probationary licence of those sentenced to life imprisonment. After about fifteen years of the sentence has been served, the prisoner's conduct and case is reviewed by the Chief Judge, the High Commissioner, and the Governor-General of New Zealand; if it is found that his conduct and industry in prison

have been satisfactory and the facts of the particular case warrant it, then the Governor-General may, by warrant, grant the prisoner a release on probation, setting forth the terms of such probation. Only in very isolated cases are prisoners other than those serving life sentences released on probation.

H. EDUCATIONAL ADVANCEMENT

GENERAL

The long-range policy of education in Western Samoa is to raise the general level of citizenship to a point where self-government by the Samoans is possible.

The shorter-range policy of the Administration schools aims at fulfilling the immediate need of the community for local people sufficiently well educated to hold executive positions of varying importance in commerce or administration. The mission schools supplement this to an appreciable extent, but are generally more concerned with providing their own particular organizations with trained personnel.

With the exception of one small school maintained by a local plantation-owner for the children of his workers, there are no private schools in Samoa and no regulations are provided for their existence. No grants are made to the one mentioned above and it functions as an independent unit divorced from both Administration and Mission control.

SCHOOLS AND CURRICULUM

Government School System

The Government school system comprises the following types of schools:—

(a) *Primary Schools*.—These schools form the base of the whole educational system. They provide a broad general course of six years' duration for children in the villages and are the equivalent of the elementary schools of other countries. Instruction is given in the vernacular, but the English language is taught as a subject.

(b) *Middle Schools*.—This type of school selects the best of the children after three years in the primary schools and provides them with a further five years' course. There are three of these schools, Avele, on Upolu, and Vaipouli, on Savai'i, being boys' schools, and Malifa (Apia) being a girls' school.

The function of these schools is to provide education to a higher level than that given by the village elementary schools. All instruction is in the English language and the general curriculum approximates that of the New Zealand primary schools.

The headmaster at Avele and the headmistress at Malifa are certificated New Zealand teachers and are assisted by a Samoan staff.

Pupils who leave these schools are in demand throughout Western Samoa to fill positions involving a certain amount of responsibility, and are to be found as traders, clerks, nurses, pastors in the Churches, and cadets in the Administration.

(c) *European Schools*.—There are two of these, one in Apia and the other at Aleisa, which provide a general elementary course of eight years' duration for those children who are European by birth or status. The Leifiifi School, in Apia, with a roll number of 624, is under the control of a New Zealand certificated headmaster, who is assisted by a staff of five certificated New Zealand teachers and seventeen uncertificated European teachers engaged locally. Aleisa, which serves an agricultural settlement eight miles from Apia, has a roll number of 100 and is staffed by a locally appointed headmaster and two local female assistants.

In both these schools, English is the medium of instruction. The curriculum approximates that of New Zealand primary schools, although the standard, owing to difficulties of language and environment, does not reach that of New Zealand.

(d) *The Secondary School*.—This is a small one-teacher school with a roll of 27 situated in Apia as a department of Leififi School. It gives more advanced education to pupils who have completed a course either at the European schools or the middle schools or the corresponding type of school under mission jurisdiction. Entrance is by competitive examination. The school aims at taking pupils to the standard of School Certificate in New Zealand, which, in general, can be reached after completing a satisfactory course of three years' secondary work. Few entrants, however, envisage any sustained course when they attend the school and most of them leave after a year or two for commercial positions, which they can obtain more easily by virtue of their extra training. The book-keeping, shorthand, and typing course included in the curriculum for School Certificate also caters for the local demand for office personnel.

(e) *The Teachers' Training School*.—In 1939 the Teachers' Training School was established to meet the urgent demand of village schools for trained teachers. In addition to trainees for Administration schools, a quota is admitted from the missions on a proportionate basis. In the war and post-war years it has been difficult to obtain candidates whose academic training is of a sufficiently high standard to warrant their admission as trainees. The better type of pupil from the middle schools and the secondary school, which normally supply candidates, finds more remuneration in the commercial world, and is attracted there in preference to entering the teaching service. During the year ended 31st March, 1948, although there was a reasonable supply of candidates seeking admission, about half of these were found unsuitable for training as teachers.

Attached to the school are two model schools where students can receive practical training in their work. The Principal and first assistant are both certificated New Zealand teachers, and a staff of three Samoan teachers assist in running the model schools and also advise in matters of custom and tradition.

(f) *Higher Education: Samoan Scholarships*.—To provide the most intelligent Samoan children with better opportunities for a more sustained course of higher education, a scholarship scheme was inaugurated in 1945. Children selected under this scheme are sent to New Zealand to study there, the cost being borne by the New Zealand Government. The period for which the scholarship is tenable is determined by the ability of the holder to proceed along the road of higher education. In the New Zealand School Certificate Examinations held in November, 1947, three scholars of the first group sent in 1945 were successful.

At the beginning of 1948, seven candidates were selected under the scheme to proceed to New Zealand, five being Samoans and two part-Europeans. This brings the total number of scholarship holders to forty-one.

Fees.—All education is free. At the resident boys' schools at Avele and Vaipouli a nominal charge of 10s. and 6s. 8d. per term respectively is made, plus 5s. per year for the supply of medicines and medical supplies.

Mission Schools System

The school systems of the various missions are organized on approximately parallel lines to that of the Administration. In all villages where there is a pastor, he maintains a school for children of his adherents. The general aim of these schools is to provide the pupils with sufficient training in the vernacular to read the Bible and to do number work. The curriculum in general is much narrower than that of the Administration schools and all instruction is in the vernacular. As church influence in Samoa is very great, all villages have a school of this nature, and as a result the pastors' schools more nearly approximate universal elementary education than any others. The prestige of the pastor is also sufficiently high to ensure regular attendance.

On the level above is the fa'amasani, or preparatory school, where English is taught as a subject and instruction proceeds in both English and the vernacular. The curriculum here is broader than that of the pastors' schools and provides a higher level of elementary education.

From these schools the best pupils are selected to attend a more advanced type of school preliminary to entering the training schools for pastors. They provide much the same general curriculum and standard of achievement as that of the parallel Administration schools and are usually under the charge of qualified missionary personnel.

At the highest level are the training schools for pastors. Candidates are chosen from the best pupils of the preceding school and the period of training varies from four to six years.

In addition to these schools, the Roman Catholic Mission maintains in Apia a school where children may enter, irrespective of status. It corresponds in the mission system roughly to Leifiifi in the Administration system. The curriculum is a broad general one corresponding, like Leifiifi, to that of the New Zealand primary schools.

Fees.—The matter of fees for tuition and board varies with the different missions. In some cases fees are not charged.

Education Department

The Education Department is under the control of a Superintendent of Schools, who is responsible to the High Commissioner for the efficiency of the Department.

Co-operation is maintained with the mission educational authorities, and for the year ended 31st March, 1948, joint committees were at work on the preparation of schemes of work in the subjects of the curriculum. The object of this was to achieve more uniformity in the aims and standards of the various educational authorities, since there is no legislation governing maximum or minimum standards.

When the books with the material for these schemes are printed, the missions will be issued with them on the same basis as the free issue of the *Samoan School Journal* printed in New Zealand by the New Zealand Government.

A liaison is maintained with educational authorities in New Zealand per medium of the Officer for Islands Education, Wellington.

Personnel of Education Department :—

Superintendent of Schools	1
Assistant Superintendent of Schools	1
Organizing Infant-mistress	1
Office staff	6
Miscellaneous	3

Teaching Staff :—

Seconded New Zealand teachers	13
Certificated European teachers engaged locally	2
Uncertificated local European Teachers	22
Samoan Inspectors	8
Samoan teachers	249
Trainees	44
Total	350

Finance.—An expenditure of £41,300 was authorized for education for the year 1947-48. This covered the cost of salaries, office expenses, school furniture and equipment, plantation maintenance, transport, and overseas students' expenses. It does not include the maintenance of school buildings, on which £944 was spent, or the

cost of new buildings and sanitation, on which £6,333 was spent. Not all the money voted was spent, and the building programme was curtailed owing to lack of essential materials. Some of the expenditure was recoverable, as, for example, the sale of stationery, and the expenses of overseas students, which are borne by New Zealand.

Legislation.—Legislation relating to education in Western Samoa is laid down in the Samoa Act, 1921, section 43. There was no new legislation affecting this passed in the period 1947–48.

Buildings and Furniture.—The buildings for the village schools are in the hands of the villagers themselves. Under the agreement with the people, the Education Department, where possible, supplies the primary-school teacher, provided that a school building and a house is made available for the teacher. In addition to this, since the teacher has no land on which to grow crops, he is supplied by the people of the village with his food.

Apart from insisting that primary-school buildings be adequately maintained, the Department is chiefly concerned with the building programme of the higher types of schools. For the year 1947–48 two new falea or Samoan houses were built at Avele School, two more at Malifa Primary School, and one at Malifa Girls' School; the Training School was supplied with a large new fale for a second model school.

As sanitary conditions in many of the villages are very primitive, teachers are trained at the Training School to construct a model lavatory, which it is the duty of the villagers to supply to each school. A vote of £3,000 was provided for the construction of model lavatories, and a number of schools have already been equipped with them. For the period 1947–48 five schools had been equipped in this manner. It is hoped that, in conjunction with the public-health programme, training in these matters will eventually have the effect of raising the level of sanitary consciousness among the people. To cope with the increased roll numbers, modern types of school lavatory blocks have been supplied to both Leifiifi and Malifa Primary Schools.

No major building-construction work has taken place during the year 1947–48 owing to lack or scarcity of materials.

Equipment.—All schools are in general inadequately equipped, as during the war years school supplies of all descriptions were impossible to obtain. During the past year, however, some of the needed equipment has come to hand.

The primary schools require little furniture, it being the custom of Samoan children to sit cross-legged on mats on the floor. Such a position is inconvenient for book-work or writing, and, as a contribution to the gaining of experience in woodworking, teachers and pupils have been undertaking the construction of low desks and a certain number of tables and chairs, the latter being for the use of junior teachers.

The European school at Leifiifi and the middle schools are all equipped with general school necessities.

Health.—Through the co-operation of the Health Department, the schools are well served in the matter of health. Samoan dental officers pay periodical visits, as do the Samoan medical practitioners and nurses. Encouragement is given to these people to talk to the children on their own specialized topics. The schools are also a convenient centre for mass treatment of yaws and hookworm. The central educational block in Apia maintains a permanent medical establishment for the schools there. Physical training in the schools is built chiefly round the dances and rhythmic exercises of village life. Since every Samoan child from about the age of seven is actively employed in plantation work, they are a splendid people physically. Games and rhythmic exercises develop co-ordination and rhythmic sense, allied to full physical development. Since school hours are from 8 a.m. to 1 p.m., the children have all meals at home.

TEACHERS

There are four categories into which teachers fall.

- (a) Seconded certificated New Zealand teachers. These teachers occupy, in general, the key positions in the Department or in the schools. Some are University graduates, others have done varying amounts of University work, and all have been trained as teachers in the New Zealand system. Their salaries, including marriage, tropical, cost-of-living, and position allowances, vary, according to length of service and nature of appointment, from £435 per annum for the lowest-salaried assistant to £1,045 for the Superintendent of Schools.
- (b) The second class concerned only two people for the year 1947-48. It comprises certificated New Zealand teachers who are living in Samoa and who are engaged there. Their salaries are paid on the same basis as that of the seconded teachers, but they do not receive tropical allowances.
- (c) The third class is comprised of uncertificated teachers of European status who are engaged locally, mainly for the two European schools. Their salary scale commences at £55 per annum and rises to £440, exclusive of cost-of-living allowance.
- (d) The fourth and largest group is composed of the Samoan teachers, who staff the village schools or assist seconded teachers in other schools. Many of these have passed through the Training School in Apia, but prior to the establishment of this school in 1939, and during the war years when staffing was very difficult, many untrained teachers were engaged. The salaries of this group, exclusive of cost-of-living allowance, range from £41 per annum to £190 per annum. The seven Staff Inspectors for this group commence at £130 per annum and rise to £240 per annum. They receive, in addition, a travelling-allowance at the rate of £15 per annum and a cost-of-living allowance of varying proportions.

There is no local association of teachers, although the seconded teachers belong to the New Zealand Education Institute, which, through its monthly journal, *National Education*, keeps them *au fait* with current trends and methods.

ADULT AND COMMUNITY EDUCATION

In the absence of definite figures, it would be fairly safe to say that the incidence of illiteracy is not greater than 5 per cent. It is probably much less than that. This is due mainly to the good work of the various missionary bodies in establishing the pastors' schools in all villages.

Little, however, is available in the way of reading-material in the Samoan language. The Churches, here again, have done excellent work in keeping the language alive and in supplying a limited amount of reading-material.

The early missionaries systematized the language and various dictionaries and grammars are available, although sometimes difficult to obtain. Most of the Churches publish a regular quarterly or monthly Church paper in Samoan which is circulated amongst their adherents, and from time to time publish text-books or reading-material for their students. The administration also publishes a regular official monthly paper in the vernacular for circulation amongst the people. These publications, however, fill only a small percentage of the general need. Reading of the Bible is general amongst the Samoans, but apart from these factors there is little available for the great percentage of literate Natives. Many of the present generation, through the teaching in the schools, read papers and books brought in by Europeans and seize avidly on these for the wider range of information given.

Radio

One of the greatest educational handicaps is the parochialism engendered by ignorance and village conservatism. The introduction of a broadcasting system at the beginning of 1948 marks a tremendous step forward in the removal of this educational obstacle and serves, in addition, the valuable purpose of augmenting the direct instruction in the village schools.

The Education Department has been allocated an hour a day on the air. Having regard to the place of the lessons in the time-table, the fatigue element in the children, and other educational factors, it was decided to fix 10.30 a.m. to 11.30 a.m. each school day as the period for the session. Lessons decided upon were aimed primarily at filling the gaps in the general curriculum created by the lack of training and limited background and ability of Samoan teachers. The session therefore includes social studies, general science, health, safety first, and English language for primer and standard class groups. The session is a valuable asset to the work of the Department, and already in the short time since its inception has proved a notable stimulus to education. From a questionnaire sent out to teachers after a month's experience of the lessons, it is evident that interest is not confined to the children, but spreads to the village people, who listen in as well.

Film Units

The portable moving-picture unit, which comprises a projector and generator and the smaller portable film-strip projectors, continue to function satisfactorily. The former is limited in use to where transport is available, since it is too heavy to be carried by hand, but the various film-strip projectors in the hands of the Inspectors and the two men appointed for the work travel steadily round all villages. Since showings are given at night, the whole village usually attends, and reports are unanimous of the appreciation with which they are received. There is one commercial moving-picture theatre situated in Apia.

Libraries

Library facilities throughout Samoa are very limited. Apart from the Bible and a few Biblical works, no general literature has been translated into the vernacular and made available for circulation among the Samoans. There are small libraries connected with various local societies, but these are composed of books written mainly in the English language. Many Europeans subscribe to overseas book clubs or associations. One of the problems facing educational authorities is therefore the lack of a supply of suitable material with which to augment the more formal side of education.

To supply the schools with reading-material in the vernacular, the New Zealand Government commenced in July, 1947, to print *School Journals* in Samoan and to distribute them free of cost to children attending both Government and mission schools.

At the same time a grant of £2,000 was made available for the purchase of books for the nucleus of a general school library. The books are at present housed in the central education block in Apia, where they are readily available to the schools there. There are many practical difficulties in circulating them amongst all village schools, but a start has been made with selected schools where it is more practicable. Through gradual expansion of the scheme, and as the communications policy advances, it is hoped that all village schools will eventually benefit. Teachers from these selected schools travel in to obtain their books, as, owing to transport difficulties, a travelling library is impracticable at the moment.

Samoan Culture

Every attempt has been made to foster in the schools the various aspects of Samoan culture. The physical-training lessons provide opportunities for practice in dancing and rhythmic work; periodical breaks between lessons are used for singing,

which assists not only in relieving fatigue, but also in maintaining the songs and music of the people; during the handwork periods the children are employed in weaving and other crafts of a like nature which comprise their culture in respect of those activities. Trainees in the Training School receive special lectures from the Samoan staff in the old customs and traditions of which the Samoans are so fond, but which will eventually be lost through increased contact with the outside world unless maintained in the schools; in social studies and language work, special emphasis is laid on the teaching of the various legends and folk-lore which play such a large part in Samoan life.

Amongst the Samoans themselves, organizations along the lines of the guilds of the Middle Ages exist for the preservation of various crafts, as, for example, house-building, canoe-making, weaving of fine mats, and tapa-making. The Polynesian Society exercises a general interest in island customs, but, in the main, research in these matters has been left to the enthusiasm of a few individuals. Many of these have been found in the ranks of the missionaries. Others have been men whose specialized training has led them into these fields. Books and pamphlets of authoritative material are available, but, apart from the work of different Administration Departments, there are no very active societies taking positive steps to preserve and encourage indigenous culture. As it was formerly the custom of the Samoans to bury personal articles with the dead, there is a limited scope for archaeological work, but to date anything of this nature has been done by individual enthusiasts. At Mulinu'u, the headquarters of Samoan Affairs, there is a small collection of specimens available for inspection. No special provision has been made for the protection of any sites which may be of archaeological value. Regulations governing the destruction of native birds exist in order to prevent them from being killed out by people seeking food or feathers for decoration, but no areas have been set aside as sanctuaries. In certain areas the Samoans themselves place a ban on the destruction of trees or shrubs, but the reason for this lies in historical causes rather than a desire to protect native flora. In Apia there is a large public park and other areas maintained for public purposes.

Research.—Owing to many practical difficulties it has not been found possible to undertake any organized educational research work. A good deal of work of a sociological nature has been undertaken by individuals, particularly missionaries, teachers, and specialists, and their results published.

Contribution by New Zealand Government.—Apart from the teachers which the New Zealand Education Department has made available, notwithstanding an acute shortage in the Dominion itself, the Government of New Zealand have borne the expense of scholarships amounting for the year to £7,900; school equipment (such as visual training aids, text-books, &c.), £970; Samoan teachers sent to New Zealand for experience, £250. The educational development scheme will involve a substantial increase in the number of New Zealand teachers and a capital cost in buildings and equipment of close on £200,000. A certain proportion of this cost will, in all probability, be met by the New Zealand Government. The broadcasting system, which is proving of high educational value, has been installed and maintained up to 31st March, 1948, entirely at the expense of the New Zealand Government.

The proposed new general scheme of education is as follows:—



Administration Schools

Type.	Number of Schools.	Number of Teachers.	Roll Numbers		
			Boys.	Girls.	Totals.
Primary	98	241	5,437	5,566	11,003
Middle	3	15	193	125	318
European	2	26	380	344	724
Post-primary	1	1	14	13	27
Teachers' Training School	1	3	26	17	43
Total	105	286	6,050	6,065	12,115

Denominational Schools

Missions.	Pastor Schools.	Boys' Colleges.	Girls' Colleges.	Student Colleges.	Mixed Colleges.	Boys' Special Day Schools.
London Missionary Society	175	..	..	1	..	8
Roman Catholic	84	1	1	2	6	2
Methodist	83	3	1	1	..	..
Latter Day Saints	..	..	..	..	..	..
Seventh Day Adventist.. .. .	7	..	..	..	1	..

Missions.	Girls' Special Day Schools.	Pastor Teachers.	European Teachers.	Native Teachers.	Pupils.	
					Boys.	Girls.
London Missionary Society	1	175	4	28	5,460	5,370
Roman Catholic	11	88	41	27	2,592	2,476
Methodist	..	83	4	15	4,440	{ (mixed sexes).
Latter Day Saints	..	3	8	30	395	425
Seventh Day Adventist.. .. .	..	7	2	2	170	89

Relation of Administration Samoan Primary Schools to Population Density

District.	Population.	Pupils.	Per- centages.	District.	Population.	Pupils.	Per- centages.
Gaga'emauga ..	2,145	505	23	Aana 2 ..	1,682	218	12
Gagaifomauga ..	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.

J. RESEARCH

Owing to the limited size and resources of the Territory it has been impossible, and it is impracticable, to establish research facilities locally. Where necessary, expert advice has been sought from New Zealand in such fields as health, education, and economic development. It is considered that the co-operative research work projected under the new South Pacific Commission will be of direct aid in the development of Western Samoa.

The geophysical research work conducted by the Apia Observatory, which is not a part of the Administration, may, however, be of interest.

The Apia Observatory, which was first established during the German regime to undertake geophysical research, still conducts essentially the same work as formerly. It is staffed and controlled by the New Zealand Department of Scientific and Industrial Research. The work of the Observatory embraces the following sciences: 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 isolated nature of the islands, the nearest observatories 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, and will be replaced in the near future by more modern instruments at present being constructed in New Zealand. 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. The results are forwarded monthly to the United States Coast and Geodetic Survey. Soon it is hoped to commence the measurement of sea densities also.

Climatological Data for Apia

	1943.	1944.	1945.	1946.	1947.
Total rainfall	79.35 in.	108.39 in.	127.46 in.	121.98 in.	127.79 in.
Number of rain days	201	198	228	198	222
Maximum daily fall	3.48 in.	5.23 in.	4.30 in.	6.02 in.	8.64 in.
Date	18th Oct.	5th Sept.	15th March	18th May	6th Jan.
Extreme maximum temperature ..	89.8° F.	90.1° F.	89.6° F.	90.0° F.	91.0° F.
Date	25th Nov.	19th Jan.	6th April	12th April	19th March
Extreme minimum temperature ..	68.0° F.	68.2° F.	68.0° F.	66.5° F.	67.1° F.
Date	17th Aug.	10th, 23rd July	16th Aug.	19th July	25th Aug.
Mean daily maximum temperature	85.3° F.	85.0° F.	85.31° F.	86.57° F.	86.7° F.
Mean daily minimum temperature..	74.5° F.	74.7° F.	74.8° F.	74.04° F.	74.2° F.

Normals

Total rainfall	..	112.00 in. (58 years).
Mean daily maximum temperature ..	..	84.8° F. (57 years).
Mean daily minimum temperature ..	..	74.1° F. (57 years).

Since the normals shown for temperature and rainfall are long-term averages, they do not give an accurate idea of typical variations in Samoan weather. The wettest months are those associated with the variable northerly and westerly winds, but the trade-wind season is also a rainy one and rain falls on an average of at least eleven days in each month at this time.

APPENDICES

APPENDIX I.—POPULATION: GENERAL

Statistics for the past five years are given in the following tables:—

	Europeans.			Part-Europeans.			Native Samoans.			Chinese Labourers.			Other Chinese.			Melanesians.			Totals.		Grand Total.
	Total		M.	Total		M.	Total		M.	Total		M.	Total		M.	Total		M.	F.		
	M.	F.		M.	F.		M.	F.		M.	F.		M.	F.		M.	F.				
31st March, 1943 ..	186	94	280	1,581	1,446	3,027	30,956	30,001	60,957	310	..	310	7	3	10	76	1	77	33,116	31,545	64,661
Births ..	..	2	2	92	90	182	1,245	1,081	2,326	..	..	..	..	..	..	..	..	..	1,337	1,173	2,510
Deaths ..	..	5	1	6	10	16	1,622	1,500	1,122	7	..	7	..	..	..	..	..	..	1,337	1,173	2,510
Arrivals ..	..	87	69	156	174	330	2,287	1,520	3,807	..	..	..	..	..	..	..	..	..	2,548	1,843	4,391
Departures ..	..	85	45	130	220	294	2,663	1,807	4,470	..	..	..	..	..	..	..	..	..	2,968	2,146	5,114
31st March, 1944 ..	183	119	302	1,621	1,436	3,057	31,203	30,295	61,508	303	..	303	7	3	10	76	1	77	33,393	31,904	65,297
Births ..	..	3	4	7	67	61	1,127	1,034	2,161	..	..	..	..	..	..	..	..	..	1,197	1,099	2,296
Deaths ..	..	2	2	12	12	24	1,365	1,282	647	4	..	4	..	..	..	2	..	2	1,384	1,288	2,672
Arrivals ..	..	111	98	209	218	427	1,738	1,137	2,875	..	..	..	..	..	..	..	..	..	2,067	1,504	3,571
Departures ..	..	64	45	109	228	309	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	298	..	298	3	2	5	74	1	75	34,175	32,586	66,761
Births ..	..	4	1	5	68	73	1,114	944	2,058	..	..	..	..	..	..	..	..	..	1,186	1,013	2,199
Deaths ..	..	2	1	3	10	16	1,291	1,214	505	4	..	4	..	..	..	..	..	..	1,303	1,225	2,528
Arrivals ..	..	126	78	204	233	260	1,536	1,114	2,650	..	..	..	1	1	2	..	..	..	1,896	1,453	3,349
Departures ..	..	106	77	183	258	324	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	63,243	294	..	294	4	3	7	74	1	75	35,611	33,419	69,030
Births ..	..	3	1	4	55	43	1,536	1,363	2,899	..	..	..	..	..	..	..	..	..	1,594	1,407	3,001
Deaths ..	..	1	1	2	8	11	1,356	1,282	638	4	..	4	..	..	..	12	..	12	381	286	667
Arrivals ..	..	225	131	356	268	298	1,286	1,011	2,297	..	..	..	..	..	..	..	..	..	1,779	1,440	3,219
Departures ..	..	231	121	352	329	335	1,203	903	2,106	..	..	..	..	..	1	..	..	..	1,764	1,359	3,123
31st March, 1947 ..	213	159	372	2,698	2,336	5,034	33,573	32,132	65,705	290	..	290	3	3	6	62	1	63	36,839	34,621	71,460
Births ..	..	7	1	8	56	6	1,117	1,122	2,239	..	..	..	..	..	..	..	..	..	1,337	1,184	2,521
Deaths ..	..	2	1	3	17	19	1,565	1,302	2,867	5	..	5	..	..	..	..	..	..	380	312	692
Arrivals ..	..	258	127	385	162	201	363	1,083	784	1,847	..	..	..	..	1	9*	..	9	1,498	1,112	2,610
Departures ..	..	268	178	446	185	263	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	34,294	32,855	67,149	285	..	285	3	2	5	71	1	72	37,584	35,352	72,936

* Adjustment only.

APPENDIX II.—JUSTICE AND PENAL ADMINISTRATION

TABLE A.—PRINCIPAL OFFENCES FOR WHICH INDIVIDUALS WERE CHARGED OR CONVICTED FOR THE YEAR ENDING 31ST MARCH, 1948

Offences.	Value of Property.	Number of Cases Reported.	Number of Persons Proceeded Against.	Number of Persons Convicted.	Average Prison Sentence.	Average Fine.
	£ s. d.					£ s. d.
Misleading justice ..	..	15	31	27	2 months	1 0 0
Offences against morality ..	..	27	33	27	2 years	5 0 0
Offences against the person ..	..	138	182	161	1 death sentence	
Offences against the rights of property ..	2,189 11 0	244	416	364	2 months	2 0 0
Police offences ..	..	189	257	219	3 months	2 0 0
Liquor offences ..	..	17	24	22	1 month	1 0 0
By-law breaches ..	..	749	750	679	..	5 0 0
Miscellaneous ..	..	107	148	127	1 month	1 0 0
					..	1 0 0

TABLE B.—PRISONERS

Description.	In Custody, 31st March, 1947.	Admitted.	Discharged.	In Custody, 31st March, 1948.
Samoan males ..	98	182	172	108
Samoan females ..	1	7	6	2
Half-caste males ..	4	6	6	4
Niue Islanders ..	4	..	..	4
Other islanders ..	..	..	..	..
Chinese coolies ..	..	..	..	..
Europeans, white ..	..	..	..	..
	107	195	184	118

Daily averages—

Daily average of prisoners ..	116·26	Number of cells—	
Greatest number on any one day ..	140	Vaimea ..	13
Least number on any one day ..	97	Tafaigata ..	4
Average number of inmates—		Number of wards—	
Vaimea ..	43	Vaimea ..	1
Tafaigata ..	68	Tafaigata ..	3

Space allotted to each prisoner during hours of sleep : 264 cubic feet.

APPENDIX II.—JUSTICE AND PENAL ADMINISTRATION—*continued*

TABLE C.—PRISONERS' SCALE OF RATIONS AS FROM 1ST APRIL, 1938

Food.			Period.	Samoans.	Half-castes.	Female.	Coolies.
Taro ..	..	..	1 day	8 lb.	3 lb.	6 lb.	..
Or							
Bananas	..	..	"	15 lb.	9 lb.	12 lb.	..
Or							
Ta'amua	..	..	"	8 lb.	5 lb.	6 lb.	..
Or							
Breadfruit	..	..	"	8 lb.	5 lb.	6 lb.	..
Rice	..	..	"	$\frac{1}{3}$ lb.	$\frac{1}{2}$ lb.	..	2 lb.
Salmon	..	..	"	$\frac{1}{2}$ lb.	$\frac{1}{2}$ lb.	$\frac{1}{2}$ lb.	$\frac{1}{2}$ lb. four times
							per week.
Meat ..	..	..	1 week	$1\frac{1}{2}$ lb.	$1\frac{1}{2}$ lb.	$1\frac{1}{2}$ lb.	$\frac{1}{2}$ lb. to $1\frac{1}{2}$ lb.
							three times
							weekly in lieu
							of salmon.
Salt ..	..	..	"	$\frac{1}{4}$ lb.	$\frac{1}{4}$ lb.	$\frac{1}{4}$ lb.	$\frac{1}{4}$ lb.
Soap ..	..	..	"	$\frac{1}{4}$ lb.	$\frac{1}{4}$ lb.	$\frac{1}{4}$ lb.	$\frac{1}{4}$ lb.
Tea ..	..	..	"	..	$3\frac{1}{2}$ oz.	..	..
Sugar ..	..	..	"	..	14 oz.	..	..
Fat ..	..	..	"	$\frac{1}{2}$ lb.	$\frac{1}{2}$ lb.	$\frac{1}{2}$ lb.	$\frac{1}{2}$ lb.

Approximate Cost of Paper.—Preparation, not given ; printing (1,458 copies), £165.

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