

1938.
NEW ZEALAND.

MANDATED TERRITORY OF
WESTERN SAMOA

(EIGHTEENTH REPORT OF THE GOVERNMENT OF NEW ZEALAND ON THE ADMINISTRATION OF,
FOR THE YEAR ENDED 31ST MARCH, 1938).

Presented to both Houses of the General Assembly by Leave.

SIR,—
Prime Minister's Office, Wellington, N.Z., 20th July, 1938.

I have the honour to forward herewith the Eighteenth Annual Report on the Mandated Territory of Western Samoa for the year ended 31st March, 1938. This report has been prepared by the Administrator of Western Samoa, and adopted by the New Zealand Government as its report for the purposes of Article 6 of the Mandate, and in conformity with Article 22 of the Covenant of the League of Nations.

A copy has been forwarded direct to each member of the Permanent Mandates Commission, and 120 additional copies have been despatched to you under separate cover.

I have the honour to be,
Sir,
Your obedient servant,
M. J. SAVAGE,
Prime Minister.

The Secretary-General, League of Nations, Geneva.

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Western Samoa, with inset showing geographical position of the Territory.	

I.—INTRODUCTORY.

Inquiries concerning points in the 1936–37 report, made by members of the Permanent Mandates Commission during the thirty-third session, are answered in the succeeding pages, reference to such being given in the following index :—

Subject.	Minutes of Thirty-third Session, Permanent Mandates Commission.	Report for 1937–38.	
	Page	Chapter	Page
Copra export (M. Giraud)	57	IX	13
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Missions (M. Palacios)	60	XVI	20
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Native representation on Legislative Council (M. Sakenobe)	52	V	3
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Persons of mixed blood (Samoan-Chinese), (M. Sakenobe)	54	V	4
Public debt (M. Rappard)	55	VI	8
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Western Samoa is comprised of two large islands, Upolu and Savai'i, and the islets of Apolima, Manono, Fanuatapu, Namua, Nu'utele, Nu'ulua, and Nu'usafe'e. The geographical boundaries are latitudes 13 degrees and 15 degrees south, and longitudes 171 degrees and 173 degrees west.

Upolu and Savai'i are each forty-seven miles long and separated by Apolima Strait, eight miles wide, in the centre of which is situated Apolima Islet; the remainder of the islets are found within the fringing reef surrounding Upolu.

The islands of the Group, which cover an area of 1,133 square miles, are mountainous in character, rising to elevations of 6,094 ft. in Savai'i and 3,608 ft in Upolu. As a result the great majority of Natives live in coast villages, there being eleven inland villages only out of a total of 192 in the whole Territory.

The climate is mild and equable, the average temperature during the last ten years being 79·3 degrees Fahrenheit, and the average rainfall for the same period 118·71 in. per annum. At the 31st March, 1938, the Native population was 54,160 and the non-Native population 3,599: total, 57,759 persons.

II.—STATUS OF THE TERRITORY.

The Territory is administered pursuant to a mandate conferred upon His Britannic Majesty, to be exercised on his behalf by the Government of the Dominion of New Zealand, and confirmed by the Council of the League of Nations on the 17th December, 1920.

III.—STATUS OF THE POPULATION.

The Natives of Western Samoa are described in documents of travel as “British-protected persons, Natives of the Mandated Territory of Western Samoa.”

The provisions of the British Nationality and Status of Aliens (in New Zealand) Act, 1928, allow for individual inhabitants of the Territory voluntarily obtaining British naturalization.

Since 1923 certificates of naturalization have been granted to fifteen Native Samoans and to sixteen Europeans.

During the year under review nine part-Samoans of European status applied for and were granted the status of Samoans, together with fifteen of their children, pursuant to the Samoan Status Ordinance, 1934. This Ordinance in its present form requires such applicants to “live as Samoans,” a requirement to which Samoans themselves are not legally subject; it is anticipated there will be an amendment to remove this stipulation, and thus give unconditional expression to a policy that part Samoans of one-half or more Samoan blood may be either Europeans or Samoans, whichever they themselves prefer.

IV. INTERNATIONAL RELATIONS.

(a) INTERNATIONAL CONVENTIONS.

The General International Conventions that have been applied to Western Samoa were described in the report for 1931–32 (page 24). In addition, the International Load-line Convention, signed at London on the 5th July, 1930, which came into force on the 1st July, 1936, has been applied to Western Samoa.

A list of Bi-lateral Agreements extended to the Territory was published in page 72 of the minutes of the twenty-second session of the Permanent Mandates Commission held on 9th November, 1932, and further additions are given in the reports for 1934–35 (page 2) and 1935–36 (page 3).

(b) ECONOMIC EQUALITY.

Save as to the protection afforded to Native Samoans in the inalienability of Native land there are no derogations from the principle of economic equality as regards concessions, land-tenure, or direct or indirect taxation; the question of mining-rights does not apply. There is a preference in Customs import duties of 7½ per cent. in favour of British goods, but no restrictions as regards countries of origin of goods imported, export trade, or shipping.

Immigration is governed by the Samoa Immigration Order, 1930, as amended in 1935.

V.—GENERAL ADMINISTRATION.

The executive government of Western Samoa is vested in His Majesty the King pursuant to a mandate confirmed by the League of Nations. The Administrator is charged with the administration of the Territory, subject to the control of the Minister of External Affairs of New Zealand.

The laws of the Territory are made by Act of the New Zealand Parliament or regulations issued thereunder, or by Ordinance passed by the local Legislative Council, which as at present constituted consists of the Administrator, six official members, two unofficial members elected by the taxable male adult European community, and four nominated Native members, one of whom remains yet to be appointed. The Council met for two sessions during the year.

The following legislative measures have been enacted since the last report:—

In New Zealand—

The Samoa High Court Amendment Rules, 1937.

The Samoa Anglican Church Lands Order, 1937.

The Samoa Aviation Regulations, 1938.

In Samoa—

No. 1/1937.—The Land Survey Ordinance, 1937.

No. 2/1937.—The Native Land and Titles Protection Amendment Ordinance, 1937.

No. 3/1937.—The High Court Fees Amendment Ordinance, 1937.

No. 4/1937.—The Dog Registration Amendment Ordinance, 1937.

No. 5/1937.—The Revenue Amendment Ordinance, 1937.

No. 6/1937.—The Native Land and Titles Protection Amendment (No. 2) Ordinance 1937.

Copies of all these measures have been furnished to the Permanent Mandates Commission.

The Deputy Administrator, Mr. A. C. Turnbull, continuing in the capacity of Acting Administrator, administered the Territory during the year under review.

For the Samoan seats in the Legislative Council, the *Mau* organization, representing an unquestioned majority of the Samoan inhabitants, included Mr. O. F. Nelson among those whom it nominated for appointment. The Government felt unable to agree on grounds of principle to a European occupying the seat of a Native member, for a similar position would not be permissible in the New Zealand Parliament. The seat remains vacant since no other nomination has been received.⁽¹⁾

The death at an advanced age of the High Chief and Fautua Tuimalalelifano on 14th October, 1937, is recorded with regret. The late Tuimalalelifano, a Samoan of staunch character, had associations with the Government of his country in various responsible positions for over fifty years.

The high level in copra and cocoa prices early in the trade year and the increased exports of bananas were materially effective in maintaining improved conditions. This is reflected in the increased spending-power of the people and the Administration finances. Unfortunately, market prices have shown a declining tendency, especially during the last quarter.

The Chamber of Commerce, the Planters' Association, the United Progressive Party, and the Local Born Labour Party have at various times during the year made representations affecting not only the interests of their particular sections, but also of the general community. The Administration acknowledges and appreciates their co-operation.

As in the past, the Missionary Societies have afforded their whole-hearted support to the Administration.

NATIVE AFFAIRS.

The policy changes mentioned in last report are in operation, and the year has been quiet.

The Acting Administrator was in session with the *Fono* of *Faipule* on intermittent dates from 12th May until 15th July, and conveyed to them the decisions of the Mandatory Government on the remits which the *Faipule* had submitted during the 1936 *Fono*. As there were some requests on which the *Faipule* and the *Mau* were still not satisfied, a deputation to the Government proceeded to New Zealand in January, 1938, comprising Mr. O. F. Nelson as leader, his daughter Miss Olive Nelson, LL.B., the Hon. Tamasese, President of the *Mau*, Alipia and Leiataua, members of the *Faipule Fono*, and Fa'alava'au, a *Mau* Secretary. Their principal requests were (a) for the further repeal of legislation containing dormant provisions whereby executive powers of a restrictive nature could be used, and (b) for further increases in the personnel and rates of pay in the system of Samoan political representation and village officials—to be coincident with a reduction in the personnel of European police. It is the intention of the Government that such legislation as remains and may be described as solely repressive in its objects will be repealed. Decisions on the other requests had not been made at the date of this report.

The system of Samoan representation, additional to the Legislative Council, may perhaps be reiterated, in view of questions asked by members of the Permanent Mandates Commission.⁽¹⁾ It includes:—

Two *Fautua*, advisers to the Administrator, and nominated as representing the two leading chiefly family lines in Samoa.

Thirty-nine *Faipule*, representatives comprising the *Fono*, or Native Advisory Council, nominated by the Samoan people.

One hundred and eighty *Pulemu'u*, village officials, nominated similarly by the respective villages.

Government have approved also the reappointment of fourteen *Fa'amasino*, District Native Judges, and fourteen *Pule Fa'atoaga*, Native plantations inspectors. These two classes of officials were part of the establishment before 1927, but lapsed in consequence of *Mau* opposition and cessation of the Native personal tax. They have not yet been reappointed, as the *Faipule* have made representations that there be thirty-nine of each in lieu of fourteen, a request which is still under consideration at the date of this report, and no nominations for the smaller numbers have been made in the meantime.

⁽¹⁾ See minutes of the thirty-third session of the Permanent Mandates Commission, page 52.

This system of representation and officials is also additional to and distinct from departmental staffs. With the exception of the *Fa'amasino*, who are to have jurisdiction as to portions of the civil and criminal code, they are not invested with legal or executive authority, but act in consultative or mediatory capacities.

During this year a small Samoan anti-*Mau* minority has become organized, mainly in Vaimauga East. In this sub-district a majority of the people have never belonged to the *Mau*, and when the *Fono* was re-elected in September, 1936, the new *Faipule* were firmly insistent upon a recasting of *Faipule* districts which allotted one *Faipule* for all the Vaimauga District where hitherto there had been two. In June of 1937 the Hon. Malietoa resigned his seat on the Legislative Council, which he had held by appointment from the Governor-General of New Zealand, in response to urgings from the *Faipule* that all four seats representative of the Samoans should be elective by them. The *Faipule* proposed to renominate Malietoa to occupy one of the elective seats, but to this he would not agree. The village of Malie, which owes allegiance to Malietoa, joined the new movement.

In a letter to the Acting-Administrator in January, 1938, the organization declared "Everything that New Zealand has done for Samoa is good and right," but the villages concerned feel they have been somewhat eclipsed by the *Mau* majority. The Acting-Administrator endeavoured to arrange a meeting between representatives of the *Faipule* and of the new movement, in order to compose their differences, but the *Faipule* considered no good could come of such a meeting, and the movement is likely to continue. It illustrates normal differences in viewpoint, more particularly on the question of allocation of those Government offices which are elective, and has been rather over publicized, as up to the present the new movement does not represent more than 3½ per cent. of the Samoan population.

Its members wear a *lavalava* of khaki with a red stripe (which imitates part of the official Police uniform) in contradistinction from the *Mau* blue and white. There has been no physical hostility between the two factions.

The "Book of Laws" mentioned in last year's report (page 2) has not yet been issued, as the *Faipule* have asked for an opportunity to discuss its contents before it is distributed, but in order not to delay unduly the expectation of the Permanent Mandates Commission as to dissemination of the mandate the contents of this document have been published separately in the *Savali*, Government paper printed in the vernacular, which circulates to every village.

TRADE.

The trade year 1937 was the best experienced since 1928, the total trade being £620,304, representing an increase of 44·16 per cent. over the previous year's figure of £430,275. The higher trade return was due largely to the good prices for copra and cocoa which ruled at the beginning of the calendar year, and also on account of the increased banana exports, a record number (187,755 cases) being shipped during the year. It should, however, be recorded that the prices both of copra and cocoa have receded considerably from those obtaining at the commencement of 1937.

FINANCE.

An examination of the year's accounts discloses an excess of revenue over expenditure of £380. Particulars are given in Chapter VI, "Public Finance."

PERSONS OF PART SAMOAN DESCENT.

The land-settlement scheme to assist local-born persons (of part Samoan blood) mentioned in the last annual report⁽¹⁾ has now been operating successfully for over twelve months, and some of the settlers are benefiting from their early start with bush-felling and clearing, they being now able to provide bananas for export.

The course of the next few years should see the settlers fully established on the land producing bananas, cocoa, and vegetables, thus affording a reasonable living for themselves and their families.

There is no apparent tendency on the part of the settlers to revert to Native society; rather, they welcome the opportunity to live in European fashion.

The allotments are held on leases of thirty-three years at a rental of 3s. per acre, renewable for two further terms at reassessed rentals.

The scheme has proved successful, particularly in dealing with the unemployed problem, and the Administration is opening up a further area of about 650 acres, upon which twenty-two families will be settled during the coming year.

Dealing with the question of M. Sakenobe⁽¹⁾ as to the 1936 census record of 898 inhabitants of mixed Chinese-Samoan blood, the enumeration showed that 120 of these people were of European status, and 778 were recorded as Samoans, of whom some 335 were found to have become absorbed into the communal Samoan village life and 443 were living with their parents at the place of employment or extra-village domicile of their Chinese fathers. There is no doubt that the latter also will become assimilated to Native life at adolescence or soon afterwards.

With but one or two exceptions, these people do not speak any Chinese language; some of them individually have the alert and industrious characteristics of their fathers, but they maintain no racial group entity apart from the ordinary Samoan and European-Samoan life with which they merge.

There is a considerable affinity between Samoans and Chinese in the fundamentals of life, which helps to explain the facility with which they have intermingled.

VISITS.

During the year the usual annual visits were exchanged between the Governor of American Samoa and the Acting-Administrator.

The German Consul for New Zealand (including Western Samoa) paid an official visit in May in connection with the affairs of German nationals.

⁽¹⁾ See minutes of the thirty-third session of the Permanent Mandates Commission, page 54.

The Governor of the Territory of Hawaii and the Director of the Division of Territories and Island Possessions on board the United States Coastguard Cutter "Roger B. Taney" paid an official visit in November.

His Majesty's ships attached to the New Zealand Station—"Achilles," "Wellington," and "Leith"—and the French sloop "Rigault de Genouilly" made official calls.

POSTAL AND RADIO.

The territory is served by two direct monthly vessels from New Zealand—M.V. "Matua," owned by the Union Steam Ship Company of New Zealand, Ltd., and the New Zealand Government-owned motor-vessel "Maui Pomare." In addition, there are mail connections with the Matson liners at Pago Pago in American Samoa and occasional tourist and trading ships. There are thus three connections with New Zealand and two with all other parts of the world each four weeks.

The value of money-orders paid at Apia was £3,934 5s. 5d., a decrease of £83 19s. 2d. from last year's figure. Deposits in the Post Office Savings-bank exceeded withdrawals by £5,062 13s. The number of depositors as at 31st March, 1938, was 2,413, and the amount held to their credit (including interest, £1,894 19s. 8d.) was £70,555 0s. 1d.

There was a further increase in the radio traffic, a total of 11,401 messages being handled, an advance of 1,675 over the previous year. The net receipts totalled £2,189 19s. 3d.

In Apia Harbour ships are required to load in the roadstead, so for convenience a ship-to-shore radiophone connected with the telephone system has been installed.

LANDS AND SURVEY.

The work of this Department has increased steadily during the year. The death of the private surveyor retained by the New Zealand Reparation Estates caused a considerable amount of Estates work to be diverted to the Lands and Survey Department. The appointment of an additional surveyor is receiving consideration.

The work in connection with the survey, roading, and development of the land-settlement schemes has made further demands upon the survey staff. In addition to numerous Crown grants and private surveys, a considerable amount of the time of the Chief Surveyor was taken up as an assessor of the Native Land and Titles Court.

PUBLIC TRUST OFFICE.

Expenditure amounted to £627 17s. 3d. and revenue to £662 11s. 3d., leaving a credit balance of £34 14s., being £115 8s. 5d. less than in the previous period. This decrease in the favourable balance is accounted for by the fact that several payments to the credit of Common Fund mortgage principle have come to hand during the year, and these moneys have been lodged in the Post Office Savings-bank at a considerably lower rate of interest than that secured by the mortgages.

In addition, certain salary increases were granted.

Funds invested amount to £7,361 4s. 6d. The office reserve, after transferring to it the profit of £34 14s., and allowing for adjustments of some £428 on realizations of Common Fund mortgage securities, stands at £505 18s. 5d.

The revenue of the Office is derived mainly from interest on the invested portion of the accumulated profits of £4,748 13s. 6d. and from commissions. Salaries of the staff is the largest expenditure item. The Office is self-supporting, and its accounts are kept separate from those of the Administration; but, as a matter of convenience, all expenditure is made through appropriation of the Samoan Treasury, which is reimbursed at the end of each quarter. Hence the Treasury figures include Public Trust Office expenditure (which is also shown as a deduction from the total), but do not show receipts, which are credited direct to the Public Trustee.

The Samoa Public Trust Office was established under the Samoa Public Trust Office Order, 1921, and is separate from the New Zealand Public Trust Office.

PORT AND HARBOUR SERVICE.

Pilotage and harbour services, and beacons, lights, and plant have been efficiently maintained. No serious accident to shipping occurred during the year.

All inter-island and coastal vessels have been the subject of survey, particular attention being paid to life-saving appliances.

Reef passages and channels in Upolu and Savai'i used by local vessels have received attention and are now clearly defined.

STAFF.

Particulars are given in the following table as at 31st March of each year:—

Services.	Europeans.		Persons of Part Samoan Blood.		Native Samoans.		Native Samoan District and Village Officials.	
	1937.	1938.	1937.	1938.	1937.	1938.	1937.	1938.
Classified departmental staffs—								
Education	4	8	6	6	113	192	..	..
Health	16	16	5	3	90	108	..	..
Native Affairs (including Savai'i) ..	3	3	1	1	11	15	192	185*
Police and Prisons	9	7	3	2	54	51	..	..
Other services	26	25	21	24	24	32	..	..
	58	59	36	36	292	398	192	185
Casual employees	2	3	14	43	21	24	..	..
Totals	60	62	50	79	313	422	192	185

* *Faipule* (39), previously included in this return, are now omitted as they are not properly officials but elected representatives.

The staff is organized on the basis of having a European official in charge of each Department, with a minimum number of other Europeans, with specialist and other essential qualifications required for the work. The remainder of the staff is engaged in Samoa from Native Samoans or persons of part Samoan blood, according to the nature of the service.

The above table gives a clear indication of the number of the positions in the Administration service occupied by Samoans at the present time—*i.e.*, teachers, police, medical and dental cadets, radio operators, interpreters, clerks, &c. (M. Sakenobe's question⁽¹⁾.) No position in the Administration is closed to any Samoan who possesses the qualifications necessary for the effective execution of the duties involved.

VI.—PUBLIC FINANCE.

The financial year ended on the 31st March, 1938, was the best for many years; a surplus of £380 being disclosed after payment of £5,500 in direct redemption of debt and the setting-aside of £5,000 for replacement of the Vaisigano Bridge and £8,500 for the 1938–39 building programme.

The accumulated surplus at the 31st March, 1938, is £24,561, to which must be added the reserves for replacement of assets and for building purposes, totalling £25,500, which have been provided out of revenue.

The total of these amounts, £50,061, is held as shown below:—

	£
Cash	21,983
Investments and advances in Samoa	728
Investments in New Zealand	27,350
	<u>£50,061</u>

The revenue of the Territory was the highest recorded since the financial year 1920–21, the total being £139,450, an increase of £21,542 over the previous year's figures.

Increased imports following on the higher prices for produce in the last six months of the previous year and the early part of the year under review were mainly responsible for the increased revenue. Produce prices, however, showed a marked decline towards the end of the year.

Details of revenue and expenditure for the year, with the corresponding figures for the previous year, are shown in the following statements:—

REVENUE.

Head of Revenue.	1936–37.	1937–38.
	£	£
I. Education	764	569
II. Health	9,899	12,224
III. Justice	646	908
IV. Lands and Survey	428	321
V. Native	338	497
VI. Police and Prisons	2,850	3,301
VII. Postal and Radio	6,994	9,758
VIII. Public Works	4,798	5,405
IX. Treasury, Customs, &c.	91,192	106,467
	<u>£117,909</u>	<u>£139,450</u>

The main variations are explained as follows:—

Health Department.—The whole of the increase is due to an increase of £2,500 in liquor sales.

Police Department.—The increase is mainly due to increased registrations of motor-vehicles.

Postal and Radio Department.—Interest on investments increased by £600 and postal revenue by £1,700. The latter increase is nominal only, certain sales of postage stamps, which were formerly credited to the Treasury as stamp duty, being now credited to the Post Office.

Public Works Department.—The revenue for this Department is derived from the hydro-electric scheme. The increase is due to a greater demand for current.

Treasury and Customs.—The main increases are:—

	£
Banana export duty	1,074
Import duty	12,002
License fees, &c.	1,648
Port and service tax	3,709
Wharfage dues and royalties	937
	<u>£19,370</u>

The increase in license fees is due to a change in the incidence of taxation, there being a corresponding reduction in store tax.

Stamp duty decreased by £3,916, due to reduced sales of new-issue stamps and also to part of the revenue formerly credited to this item being now credited to the Post Office.

(1) See minutes of the thirty-third session of the Permanent Mandates Commission, page 53.

EXPENDITURE.

Head of Expenditure.		1936-37.	1937-38.
		£	£
I.	Permanent charges on public debt ..	11,331	15,060
II.	Administrator and Government House ..	1,202	2,655
III.	Education	5,619	7,539
IV.	Health	19,636	22,579
V.	Justice, Labour, and Public Trust ..	2,506	3,236
VI.	Lands and Survey	1,552	1,649
VII.	Native	6,810	7,820
VIII.	Police and Prisons	8,922	8,669
IX.	Postal and Radio	5,906	6,360
X.	Public Works	28,039	31,436
XI.	Secretariat	13,238	9,491
XII.	Treasury, Customs, &c.	12,758	23,661
		117,510	140,155
Less Public Trust and Labour Departments recovered		897	1,085
		£116,613	£139,070

The principal increases are accounted for as follows:—

Permanent Charges.—A sum of £5,500 was applied in direct reduction of the debt, as against £1,500 in the previous year.

Administrator and Government House.—The Acting-Administrator's salary, which was formerly charged to the Secretariat, was charged to this Department.

Education.—Expansion of the education services resulted in increased expenditure on salaries and school equipment, the increases in salaries being over £1,000.

Health.—Salaries paid increased by £1,000, and the balance of the increase is accounted for by higher purchases of liquor.

Justice.—The increase is due to the appointment of a resident Chief Judge.

Native.—Salaries paid to Native officials increased by approximately £1,500.

Postal and Radio.—Interest credited to depositors in the savings-bank increased by £415.

Public Works :—

Increases—							£
Maintenance of roads	..	..	..	..	..	1,350	
Waterworks	..	..	..	..	..	447	
New buildings	..	..	..	..	..	4,905	
New plant and motor-vehicles	..	..	..	..	..	1,127	
New roads	..	..	..	..	..	1,515	
							£9,344
Decreases—							£
Maintenance sea-walls	..	..	..	..	..	442	
Stores for allocation	..	..	..	..	..	2,609	
New bridges	..	..	..	..	..	2,769	
New sea-walls	..	..	..	..	..	698	
							£6,518

Part of the increased cost of public works is due to an increase in the rate of pay of labourers and a reduction in working-hours.

Secretariat.—Purchases of land were £3,057 lower, and items for the cost of the census and the Ministerial visit totalling £888, which appeared in the previous year, did not recur. The expenditure on the land-settlements scheme increased by £614.

Treasury and Customs.—Appropriations for reserves for assets replacements and the 1937-38 building programme account for £9,500 of the increase. Increased subsidies to superannuation funds amounted to £574.

A comparative statement of revenue and expenditure each year from 1925-26 is shown below :—

Year.	Revenue obtained in the Territory.	Expenditure of the Territory.	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

* 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.

The following comparative table shows the total receipts each year, together with the amounts expended on certain public services :—

Financial Year.			Revenue from External Sources.		Revenue from Internal Sources.	Amounts spent on			
			Loans and Advances.	Non-recoverable Grants.		Education	Agriculture.	Public Health.	Public Works.
			£	£	£	£	£	£	£
1920-21	..	..	44,336	..	149,027	3,176	5,405	15,840	13,796
1921-22	..	..	49,229	16,000	119,569	5,237	4,444	22,690	15,418
1922-23	..	..	20,777	16,000	115,250	6,846	3,787	25,715	12,549
1923-24	..	..	5,658	24,000	109,917	6,556	5,748	23,995	21,191
1924-25	..	..	..	19,140	111,774	7,609	3,030	24,425	24,737
1925-26	..	..	5,000	21,400	128,638	9,131	3,187	25,761	26,555
1926-27	..	..	31,000	20,000	113,812	9,688	3,760	25,911	20,016
1927-28	..	..	16,500	20,000	106,038	10,222	4,990	25,597	16,842
1928-29	..	..	25,700	*47,374	121,904	7,738	4,285	24,367	13,606
1929-30	..	..	..	39,448	131,416	6,955	..	18,016	17,005
1930-31	..	..	..	21,000	130,385	7,439	..	18,224	15,726
1931-32	..	..	6,000	..	109,040	6,794	..	17,824	15,797
1932-33	..	..	..	..	105,920	5,459	..	21,819	11,908
1933-34	..	..	..	..	90,613	5,097	..	17,150	10,632
1934-35	..	..	..	..	78,808	4,910	..	13,937	9,111
1935-36	..	..	..	..	111,867	4,877	..	17,797	20,222
1936-37	..	..	..	..	117,909	5,619	..	19,636	28,030
1937-38	..	..	..	..	139,450	7,539	..	22,579	31,436
Total			£	£					
..			..	204,200					
Less amount of loan subsequently treated as a gift by New Zealand Government (not in respect of any specific year)			..	25,000					
Less repayment of temporary advance			..	6,000					
Less repayment of principal—									
1928-29			..	8,000					
1932-33			..	26,155					
1933-34			..	3,000					
1934-35			..	4,335					
1936-37			..	9,770					
1937-38			..	9,745					
				92,005					
Public debt			..	£112,195					

* Correcting error in previous statements from 1932 onwards.

LOAN ACCOUNT.

Loans to the amount of £4,245 were redeemed out of sinking fund, and a further £5,500 was redeemed by direct payment.

The total public debt is now £112,195.

A reply to M. Rappard's question⁽¹⁾ is given below :—

The total indebtedness of the Territory was £121,940 only at the 31st March, 1937, and not £330,000 as assumed by the Chairman of the Commission. The amount of £210,433 11s. 7d. shown as 'Capital Account' would be more correctly described as the surplus of assets over liabilities.

The indebtedness at the 31st March, 1938, was £112,195.

The apparent increase in permanent charges during the year ended 31st March, 1937, was due to an amount of £1,500 being applied to direct redemption of debt in addition to the ordinary sinking-fund and interest payments.

⁽¹⁾ See minutes of the thirty-third session of the Permanent Mandates Commission, page 55.

During the year ended 31st March, 1938, an amount of £5,500 was used for redemption of debt in addition to the ordinary payments.

Loans were made to the Administration on various dates between 1922 and 1928. The thirty-year period for redemption therefore expires in 1958.

Owing to the additional payments referred to above it is now calculated that the debt will be extinguished by the 1st April, 1953. A statement showing the amounts to be applied in redemption of the debt in each year from the present date to 1953 is appended. It should be borne in mind, however, that this statement includes normal payments from sinking fund only, and the amounts shown will be subject to alteration should any further sums be utilized in direct repayment of debt in addition to those through the sinking fund.

SAMOAN LOAN SINKING FUND.

Statement of Contributions and Balances of Sinking Fund and Loan Accounts, 31st March, 1938, to 1st April, 1953.

		Sinking Fund Balance.	Payable to Sinking Fund (1)	Payable in Redemption Debt.	Balance owing.
		£ s. d.	£ s. d.	£	£
31st March, 1938	.. ..	4 11 9	.. ..	..	412,195
1st April, 1938	.. ..	.. ..	4,901 5 0	4,905	..
31st March, 1939	.. ..	0 16 9	.. ..	..	107,290
1st April, 1939	.. ..	.. ..	5,132 2 0	5,130	..
31st March, 1940	.. ..	2 18 9	.. ..	..	102,160
1st April, 1940	.. ..	.. ..	5,373 19 6	5,375	..
31st March, 1941	.. ..	1 18 3	.. ..	..	96,785
1st April, 1941	.. ..	.. ..	5,627 2 0	5,625	..
31st March, 1942	.. ..	4 0 3	.. ..	..	91,160
1st April, 1942	.. ..	.. ..	5,892 7 6	5,895	..
31st March, 1943	.. ..	1 7 9	.. ..	..	85,265
1st April, 1943	.. ..	.. ..	6,170 0 6	6,170	..
31st March, 1944	.. ..	1 8 3	.. ..	..	79,095
1st April, 1944	.. ..	.. ..	6,460 14 6	6,460	..
31st March, 1945	.. ..	2 2 9	.. ..	..	72,635
1st April, 1945	.. ..	.. ..	6,765 3 0	6,765	..
31st March, 1946	.. ..	2 5 9	.. ..	..	65,870
1st April, 1946	.. ..	.. ..	7,083 19 6	7,085	..
31st March, 1947	.. ..	1 5 3	.. ..	..	58,785
1st April, 1947	.. ..	.. ..	7,417 13 0	7,415	..
31st March, 1948	.. ..	3 18 3	.. ..	..	51,370
1st April, 1948	.. ..	.. ..	7,767 6 0	7,770	..
31st March, 1949	.. ..	1 4 3	.. ..	..	43,600
1st April, 1949	.. ..	.. ..	8,133 3 0	8,130	..
31st March, 1950	.. ..	4 7 3	.. ..	..	35,470
1st April, 1950	.. ..	.. ..	8,516 11 0	8,520	..
31st March, 1951	.. ..	0 18 3	.. ..	..	26,950
1st April, 1951	.. ..	.. ..	8,917 14 6	8,915	..
31st March, 1952	.. ..	3 12 9	.. ..	..	18,035
1st April, 1952	.. ..	.. ..	9,338 0 6	9,340	..
31st March, 1953	.. ..	1 13 3	.. ..	..	8,695
1st April, 1953	.. ..	.. ..	8,693 6 9	8,695	..

(1) For an explanation of the reason for the gradual increase in the annual contributions to sinking fund see explanation of accredited representative, page 55, minutes of thirty-third session of Permanent Mandates Commission.

CUSTOMS AND TREASURY REVENUE.

The total amount collected on account of duties, taxation, and miscellaneous revenue during the financial year ended 31st March, 1938, was £126,318, as compared with £107,092 for the financial year 1936-37, an increase of £19,226.

Following are the receipts under the principal headings :—

	1936-37.	1937-38.	Increase.	Decrease.
	£	£	£	£
Import duties (including port and service tax)	.. 43,445	59,156	15,711	..
Export duties—	£	£		
Copra	18,407	18,721	314	..
Cocoa	1,945	2,369	424	..
Rubber	420	503	83	..
Bananas	18,031	22,727	4,696	..
	38,803	44,320		
Shipping fees	3,397	3,719	322	..
Wharfage dues and royalties	2,532	3,469	937	..
Taxes and license fees	8,071	8,713	642	..
Miscellaneous	10,844	6,941	..	3,903
	107,092	126,318	23,129	3,903
			£19,226	Net increase.
Less refunds (see below)	15,900	19,831		
	£91,192	£106,487		
Net increase after making refunds of export duty and inspection fees ..			£15,295	

Refunds of Export Duties.

	1936-37.			1937-38.		
	Collections.	Refunds.	Net Duty.	Collections.	Refunds.	Net Duty.
	£	£	£	£	£	£
Copra	18,407	1,205	17,202	18,721	1,366	17,355
Cocoa	1,945	1,945	..	2,369	2,065	304
Rubber	420	420	..	503	417	86
Bananas	18,031	12,158	5,873	22,727	15,779	6,948
Inspection fees	1,981	172	1,809	2,494	204	2,290
	£40,784	£15,900	£24,884	£46,814	£19,831	£26,983

TAXATION AND LICENSING.

The following amounts under the different headings were collected during the financial year 1937-38, including receipts by the Resident Commissioner, Savai'i, and District Officers.

	1936-37.	1937-38.	Increase.	Decrease.
	£	£	£	£
(a) Personal tax	234*	28*	..	206
(b) Lighter	40	50	10	..
(c) Boat and launch licenses	92	84	..	8
(d) Building tax	2,469	2,554	85	..
(e) Store tax	2,357	788	..	1,569
(f) Salary tax	325	339	14	..
(g) Other licenses and taxes	1,025	3,277	2,252	..
(h) Water rates	1,529	1,593	64	..
	£8,071	£8,713	2,425	1,783
	Less	..	1,783	
Net increase ..			£642	

* Arrears only.

Business license fees were increased during the year, and a corresponding reduction was made in store tax.

ADMINISTRATION OF WESTERN SAMOA.—BALANCE-SHEET AS AT 31ST MARCH, 1938.

<i>Liabilities.</i>			<i>Assets.</i>		
	£	s. d.		£	s. d.
Capital Account	169,707	15 5	Land	30,853	19 9
Loans: Public Works general purposes	112,195	0 0	Roads and bridges	34,052	13 7
Sundry creditors: Ordinary	876	7 4	Apia drainage and waterworks	22,136	4 8
	£	s. d.	Native water-supplies	26,256	9 8
Samoan currency notes	32,000	0 0		£	s. d.
Less unissued notes	2,000	0 0	Buildings and wharves	125,966	0 0
	30,000	0 0	Plant and machinery	38,595	8 11
Coolie Labour Account—			Launches, boats, &c.	2,524	1 9
Transportation Fund	7,575	7 8	Buoys, beacons, and moorings	1,269	6 0
Sundry creditors	0	6 6	Motor and other vehicles	3,870	8 4
	7,575	14 2	Arms and accoutrements	871	3 0
Post Office Savings-bank: Sundry			Fire-fighting appliances	375	1 9
depositors	70,562	6 3	Furniture and fittings	11,802	9 4
Sundry deposits—			Mechanical office appliances	644	2 9
Held in Treasury	2,435	12 9	Medical and technical instruments		
In departmental trust accounts	2,258	0 0	and equipment	2,415	9 1
	4,693	12 9	Libraries	691	4 8
Loans Sinking Fund	4	11 9		189,024	15 7
Reserve for writings-off in suspense	665	17 8	Less depreciation	65,077	6 2
Vaisigano Bridge Replacement Reserve	5,000	0 0		123,947	9 5
Reserve for building programme, 1938-39	8,500	0 0	Loose tools	905	0 10
Assets Replacement Reserve	12,000	0 0	Saddlery and harness	103	10 7
Balance of Revenue Account	6,132	15 10	Live-stock	251	0 8
			Consumable stores	15,917	5 10
			Goods in transit	2,291	17 10
			Investments—		
			New Zealand Government—	£	s. d.
			Public Debt Sinking Fund	4	11 9
			Inscribed Stock—		
			Samoan currency notes	32,000	0 0
			Assets replacement	12,000	0 0
			Ordinary revenue	7,350	0 0
			Fixed deposit, Bank of New		
			Zealand—		
			Ordinary revenue	8,000	0 0
			Mortgage over freehold property		
			in Samoa	356	16 4
			Post Office Savings-bank, Apia:		
			Deposits	462	0 6
			Cash in Bank of New Zealand,		
			Apia: Reserve for building		
			programme, 1938-39	8,500	0 0
			Cash in Deposits Account, New		
			Zealand Treasury: Vaisigano		
			Bridge Replacement Reserve	5,000	0 0
				73,673	8 7
			Coolie Labour Account—		
			Investments—		
			New Zealand Government In-		
			scribed stock	3,150	0 0
			Fixed deposit, Bank of New		
			Zealand	2,500	0 0
			Mortgage over freehold pro-		
			perty in Samoa	789	7 6
				6,439	7 6
			Cash in Bank of New Zealand	516	3 10
			Sundry debtors, £2,311 13s. 7d.;		
			less reserve for bad and		
			doubtful debts, £1,733 15s. 3d.	577	18 4
			Interest on investments		
			accrued but not due	42	4 6
				7,575	14 2
			Post Office Savings-bank—		
			Investments in New Zealand	69,297	0 0
			Cash in Bank of New Zealand,		
			Apia	1,265	6 3
				70,562	6 3
			Sundry debtors—		
			Ordinary	9,158	0 3
			Tulaele farm deferred principal	378	15 0
				9,536	15 3
			Less reserve for bad and		
			doubtful debts	6,031	18 0
				3,504	17 3
			Education Department defalcation	27	11 11
			Sundry advances	370	16 3
			Advances, land-settlement scheme	1,815	9 11
			Payments in advance	11	11 0
			Interest on investments accrued but not due	302	5 2
			Writings-off in Suspense	665	17 8
			Cash and bank balances—		
			Cash in hand, Resident Com-	£	s. d.
			missioner, Savaii	26	13 8
			Cash in Deposits Account, N.Z.		
			Treasury, £8,298 11s. 2d.;		
			less Vaisigano Bridge Reserve		
			above, £5,000	3,298	11 2
			Bank of New Zealand, Apia,		
			£15,513 12s. 10d.; less Coolie		
			Labour Account above,		
			£516 3s. 10d.; less building		
			programme above, £8,500	6,497	9 0
			Imprest Account, London	564	6 4
			Deposits held in departmental		
			trust accounts	2,258	0 0
			Remittances in transit	43	10 0
				12,688	10 2
				£427,914	1 2
				£427,914	1 2

VII.—DIRECT TAXES.

Under the Revenue Amendment Ordinance, 1936, the personal tax of £1 5s. payable by adult male Europeans of eighteen years of age and over was abolished, with effect from the 1st April, 1936. The direct taxes now are :—

	Received.	
	1936-37.	1937-38.
	£	£
(a) Graduated salary-tax, from £1 on £200-£300 to £30 over £1,500 ..	325	339
(b) Building-tax, 1 per cent. per annum of capital value of European buildings	2,469	2,552

In addition, there are the usual motor-vehicle licenses, water rates, and other similar fees.

VIII.—INDIRECT TAXES.

The principal revenue of the country is derived from Customs duties (see the annual report on "Trade, Commerce, and Shipping"), store, and other taxes as set out in the Revenue Ordinance, 1929, and port and shipping fees defined in the Port Control Ordinance, 1932. Stamp duties are also collected in accordance with the provisions of the Stamp Duty Ordinance, 1932.

Imports in 1937 were 76·004 per cent. of the value of exports, as compared with 63·44 per cent. in 1936.

IX.—TRADE.

The trade figures for the calendar year 1937 showed an increase of 44·16 per cent. over those of 1936.

Imports increased by £100,848 and exports by £89,181, the increased prices ruling for both cocoa and copra at the beginning of the year being largely instrumental in producing so favourable a position. The London market quotation for copra at the beginning of 1937 was £21 2s. 6d. per ton. This price held for a short time, but a decline then commenced which continued throughout the year, with the result that the London price at the end of the year was only £12 12s. 6d. per ton with indications of a further drop in markets.

Copra-production increased slightly during the year, the export being 13,340 tons, as compared with 13,014 tons in 1936.

Cocoa prices at the commencement of the year 1937 also maintained their high level (£70 per ton) for a short period, but, as with copra, a steady decline set in till a level of £40 per ton was reached. This nominal price has ruled for some months and shows no tendency to rise.

During the trade year 1937, 1,253 tons of cocoa, valued at £71,138, were exported, as compared with 1,065 tons of value £46,607 in 1936.

The export of bananas again proved a favourable and steady source of revenue, a record total of 187,755 cases of an f.o.b. value of £70,446 being shipped to New Zealand.

There was a small increase in rubber exports, 61 tons leaving the Territory, representing a value of £5,505, as compared with 51 tons (£3,408) in 1936. During the year the London market price for rubber fell from 9½d. to 7d. per pound, with indications of still lower prices being reached.

The following return shows the principal imports and the total value of the exports, imports, and total trade of the Territory for recent years :—

		Exports.						Imports.	
Calendar Year.	Copra.		Cocoa.		Bananas.		Total Value.	Total Value.	Total Trade.
	Tons.	Value.	Tons.	Value.	Tons.	Value.			
		£		£		£			
1927	11,665	242,672	792	48,216	..	..	335,978	304,369	640,347
1928	15,989	319,259	959	69,507	815	11,219	422,175	326,553	748,728
1929	12,941	205,330	677	46,286	1,916	24,640	293,938	288,849	582,787
1930	12,285	166,221	1,007	61,294	3,424	44,259	284,515	275,355	559,870
1931	11,062	109,220	620	35,284	3,044	39,022	194,447	164,950	359,397
1932	10,879	108,698	825	49,712	2,383	20,016	183,028	150,902	333,930
1933	11,526	101,347	899	41,813	2,928	26,999	173,837	150,856	324,693
1934	8,948	60,654	1,027	29,498	3,437	35,796	128,117	92,784	220,901
1935	12,501	108,695	576	19,639	3,893	38,146	189,298	135,757	325,055
1936	13,014	156,873	1,065	46,607	4,573	46,737	263,255	167,020	430,275
1937	13,346	199,747	1,253	71,138	6,706	70,446	352,436	267,868	620,304

The destinations of the three main exports during 1937 were as follows :—

Country.	Copra.	Cocoa.	Bananas.
	Tons.	Tons.	Tons.
United Kingdom	1,615	669	..
New Zealand	..	57	6,706
Australia	..	56	..
United States of America	3,226	232	..
European ports (exact destination unknown)	5,848	239	..
Canada	334	..	..
Holland	1,055	..	..
Germany	752	..	..
France	510	..	..
Totals	13,340	1,253	6,706

The reply to M. Giraud's question⁽¹⁾ regarding the destination of copra exported to European ports is as follows : A considerable amount of the copra and cocoa exported from Samoa is consigned to brokers under what is called "optional stowage or consignment"—i.e., the broker has the right of deciding at which port the cargo shall be discharged.

It frequently happens that a quantity of such copra or cocoa shipped under "optional stowage" will be sold whilst in transit, and the shipmaster will then be instructed regarding the port of discharge.

It is not possible for the exporters in Samoa to give exact information of the ultimate destination of such cargoes.

IMPORTS.

Shown hereunder is a table of the principal countries of origin :—

Countries.	1935.		1936.		1937.	
	Value.	Percentage.	Value.	Percentage.	Value.	Percentage.
	£		£		£	
United Kingdom	22,855	16·84	31,165	18·66	42,365	15·82
New Zealand	51,384	37·85	53,218	31·86	71,396	26·65
Australia	22,032	16·23	27,530	16·48	40,857	15·25
United States of America	14,151	10·42	11,636	6·97	21,252	7·94
Japan	13,662	10·06	17,781	10·65	39,613	14·78
Other countries	11,673	8·60	25,690	15·38	52,385	19·56
Totals	135,757	100·00	167,020	100·00	267,868	100·00

The main items imported are as follows : Tobacco (16,524 lb.), drapery, hardware, iron and steel, benzine (266,988 gallons), and kerosene (92,469 gallons), butter, preserved fish, tinned meats, rice, sugar, provisions, soap, timber (680,637 superficial feet), motor-vehicle parts. In most cases it is not possible to quote the actual quantities of the individual items of importations, as for Customs purposes the values only are recorded. Further details will be found in "Trade, Commerce, and Shipping of the Territory of Western Samoa for the Calendar Year 1937."

EXPORTS.

Copra, cocoa, rubber, and bananas are also dealt with in the reports on Trade and Agriculture, pages 4 and 27 respectively.

Further details relative to trade are given in the report on "Trade, Commerce, and Shipping of the Territory of Western Samoa for the Calendar Year 1937," and in the graphs appended to this report.

SHIPPING.

Overseas Merchant Shipping entering the Port of Apia.

	Financial Year ended					
	31st March, 1937.			31st March, 1938.		
	British.	Other.	Total.	British.	Other.	Total.
Number of vessels	59	22	81	56	43	99
Tonnage, vessels	84,085	26,872	110,957	82,389	25,842	108,231
Tons cargo, inwards	10,927	3,366	14,293	10,715½	4,634	15,349½
Tons cargo, outwards	18,145¾	8,814¼	26,960	21,241½	7,782¾	29,024¼

Five British, one French, and eight American warships and one German and two American yachts entered port during the year.

⁽¹⁾ See minutes of the thirty-third session of the Permanent Mandates Commission, page 57.

X.—JUDICIAL ORGANIZATION.

The Samoa Act, 1921, prescribes the judiciary for the Territory.

The year has seen an important change in the High Court proceedings by the appointment referred to in the last annual report⁽¹⁾ of three Samoan Associate Judges to sit with the Chief Judge or Commissioner during the hearing of cases in which Samoans are affected. It has been so arranged that each Associate in turn sits on the Bench for some four months so that the year of duty is equally divided.

On many occasions the other two Associates have shown their interest by watching proceedings.

The advice of the Associate Judge in matters of Samoan custom and psychology has been valuable to the Court.

In reply to M. Sakenobe's inquiry⁽²⁾ the Administration maintains its own Police force (see Chapter XI), which is adequate for the maintenance of peace and order. The Mau guardsmen are not recognized as Police officers. They are attached to the Mau organization as ushers or orderlies in marshalling and controlling functions and ceremonies arranged by that organization.

The Land and Titles Commission was constituted in 1903 as a separate Court of exclusive and final jurisdiction in matters relating to Native land and Samoan names and titles, and is required to make its decisions only in accordance with Samoan usage and custom.

In response to representations made by the *Faipule*, the name of the Land and Titles Commission was changed as from July, 1937, to the Native Land and Titles Court, and a practice in more recent times of selecting for each sitting eight Samoan Commissioners from a "jury list" of some sixty persons was replaced by the three-yearly appointment of three Native Judges, these being the same persons who serve in rotation in the High Court as Associate Judges. The constitution, jurisdiction, and other personnel of the Native Land and Titles Court remain as before. It assembled in August for a session of thirty-six sitting-days, and dealt with a list of seventeen cases, involving the attendance of 946 persons.

Proposals for the re-establishment of the District Native Magistrates (*Fa'amasino*) have been referred to in Chapter V, "Native Affairs."

In its Civil jurisdiction the High Court recorded 94 judgments in 154 cases; 60 were struck out. The total amount sued for was £3,992 4s. 4d. Twelve divorces were granted.

Particulars of criminal cases are given in the tables on the following pages.

(1) See Chapter V, General Administration, page 4 of previous report.

(2) See minutes of the thirty-third session of the Permanent Mandates Commission, page 59.

CRIMINAL OFFENCES IN THE PERIOD 1ST APRIL, 1937, TO 31ST MARCH, 1938.

1936-37.

1937-38.

Offences.	Offences reported.	Number arrested or summoned.						Convicted in High Court.						Dismissed or withdrawn.						Increase.	Decrease.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																					
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XI.—POLICE AND PRISONS.

ESTABLISHMENT.

The total European strength (including one clerk) as at 31st March, 1938, was nine, a reduction of two from the figure at the end of the previous year. During the year one Native constable and one Native warder were retired on pensions. The uniformed Native strength as at 31st March, 1938, was forty, exclusive of one Native clerk and ten messengers also under the control of the Inspector of Police.

There are now two police posts in the Territory, one at Aleipata, Upolu, and the other at Tuasivi, Savai'i, the former under the control of the District Officer and the latter under the Resident Commissioner.

PRISONS.

There was a total of 69 prisoners in custody on the 1st April, 1937. During the year 187 prisoners were admitted and 184 discharged, leaving a total of 72 in custody on the 31st March, 1938.

GENERAL.

Statistics for 1937-38 given in the preceding chapter show a decrease in crime in the Territory. Warrants held for execution on 1st April, 1937, were—For arrest, nil; for commitment, 7; and on 31st March, 1938, the figures were 1 and 9 respectively.

XII.—DEFENCE OF THE TERRITORY.

No military forces or defensive bases are maintained in the Territory.

XIII.—ARMS AND AMMUNITION.

Transactions in firearms and ammunition are controlled by the provisions of the Arms Ordinance, 1921.

With regard to M. Sakenobe's inquiry concerning the apparent discrepancy between the figures for shotguns held by Samoans in 1935-36 and 1936-37,⁽¹⁾ there appears to have been a degree of confusion between registration and licensing figures. A shotgun may be registered, but not licensed for any particular year; consequently the number of licensed guns in any one year may show a decrease from the figure for the previous year, although the actual number of guns in the possession of owners has not decreased. The current year's licensing figures show an increase over last year's, but this does not necessarily mean an increase in the number of guns owned, but merely that more have been licensed for use. The matter of registered but unlicensed weapons in any year is now under consideration.

Importations during 1937-38 were as follows:—

Arms—

Shotguns, 111.

Rifles (.22 calibre), 9.

Revolvers, nil.

Ammunition—

Shot cartridges, 144,500.

Rifle cartridges (.22 calibre), 7,000.

Rifle cartridges (.303 calibre), 5,000.

Rifle cartridges (7 m/m calibre), 1,000.

The above importations were by private firms with the exception of 5,000 rounds of .303 calibre cartridges, which were imported by the Administration for issue to the Apia Rifle Club and for Police supplies.

The following table gives the total of licensed firearms in the Territory as at 31st March, 1938:—

	European.	Samoan.	Total.
Revolvers	10	..	10
Rifles	49	..	49
Shotguns	167	556	723
	226	556	782

XIV.—SOCIAL CONDITION OF THE NATIVES.⁽¹⁾

In pursuit of happiness many people make the accumulation of property or material gain their objective, but in the old Samoan life, where food was no problem and one in every twelve was a *matai*, of social rank, social prominence and recognition supplied the highest forms of satisfaction. This trait still survives strongly in a people whose social life has had no occasion to be modified by conquest, or dispossession of lands, or introduced disease; it explains in part their desire for

⁽¹⁾ See minutes of the thirty-third session of the Permanent Mandates Commission, page 59.

seemingly large numbers of Government appointments. Even now it is only within the environs of the one town of Apia that the social basis of life is being modified by contact with the materialistic values of civilization.

Contact with law, however, has had a more disseminated effect. Prior to the establishment of settled government in 1900 the *matai*'s advantages of eminence and its concomitant obedience were maintained in the last resort by forcible measures: since 1900 recourse has been limited to the use of social or political pressure; in view of the social basis of life ostracism is a powerful form of discipline which is practised fairly generally. Where this breaks down, however, there is recourse only to litigation which has the tendency of bringing the parties to a common level. Under these conditions there comes a realization that the impersonal authority of law tends to supplant the prominence and authority exerted formerly by individual leaders, and the power and influence formerly enjoyed is found to have become limited. The compensating reward of security in life and property is not always admitted.

Since the change from a repressive policy for one of political freedom of expression there has been a slight but noticeable reversion in Samoan thought towards the powers enjoyed in former days, and there have been minor incidents of local chiefs, or councils, exerting these powers: yet it seems inevitable that equality under law will replace, progressively but very gradually, much of the authority practised under the former social order. Change is retarded by the great value placed upon participation in the social life, and the influence held by the chiefs and orators who are the arbiters of admission to or exclusion from it. In effect there exists a system of village authorities comprising the chiefs and orators of the village which operates alongside the Government system of village officials—*e.g.*, *Pulevū'u*. These latter, by reason of the chiefly titles they hold are also members of the former system, and it may be assumed that the two organizations will continue to operate side by side until such time as usage will enable one system to absorb the other, or the more practicable features of both to merge.

Freedom of expression is affecting social usage in another interesting direction. Before the introduction of law political differences were adjusted or kept in balance by force, and by the same means independence of thought within any group was discountenanced. That there is now freedom in such matters uninfluenced by force is a new and rather educative process.

As stated previously, however, the strong conservatism and social cohesion of the Samoans are causing these changes in viewpoint to come about very gradually, as it is hoped under present policy they will continue to do.

XV.—LABOUR.

Regular continuous employment for wages is contrary to the nature of the bulk of the Samoan population. Admittedly, contract work (arranged through the heads of the families concerned) on plantations is undertaken, but the contracts are invariably for brief periods, and the Samoans are induced to work only because of their temporary need of money.

At the commencement of the year there were 500 Chinese in the territory. The repatriation of time-expired labourers, including all artisans and domestic servants, and allowing for two leper patients at Makogai and five deaths reduced the numerical strength to 326 as at 31st March, 1938. The conduct of the labourers was satisfactory, and 1,103 visits were paid to the Commissioner's Office, as compared with 903 during the previous year. The increase in the number of visits was occasioned by matters relating to repatriation.

During the year the Mandatory power introduced the eight-hour day and increased the rate of pay to Chinese labourers to 3s. per day with 6d. per day deductible for repatriation expenses.

There was no alteration during the year in the population figure of the Melanesian labourers employed by the New Zealand Reparation Estates.

The points raised by Mr. Weaver during the examination of the 1936-37 report⁽¹⁾ are dealt with below.

Experimental Plantation staffed by Samoans.—While suitable accommodation for Samoans who desire to reside on the plantation is provided, very few Natives have availed themselves of these facilities. The resident Samoans have been limited to two drier attendants.

The majority of Samoans employed on the experimental station return to their villages each night, but occasionally families who have been employed weeding blocks have remained overnight in accommodation provided for them.

Generally speaking, contracts made with the heads of families are invariably for task work. The tasks given consist of areas or blocks to be weeded. The contract price is usually a lump sum and is usually agreed upon between the contracting parties before the work is commenced. The contract price for weeding a particular block may vary from month to month according to the condition of the area at the time of contract. This contract work is limited to weeding and picking; in the latter case, however, contracts are not made with the heads of families, but individual Samoans are allocated certain areas, which in the opinion of the assistant in charge may be completely picked in one day. The contract rate is 1s. 4d. per 100 lb. of cocoa picked. A competent picker can harvest 350 lb. per day.

The usual method of remuneration is a cash payment to the head of the family or an individual within seven days after the termination of the month, but payment is sometimes made directly upon the satisfactory completion of a task.

For day-labourers the rates vary from 2s. to 4s. per day according to the nature of the employment. In this case the number of days worked is recorded by the assistant in charge, and a cash payment is made (less deductions for rations purchased) within seven days after the termination of the month.

(1) See minutes of the thirty-third session of the Permanent Mandates Commission, page 59.

Unemployed Chinese Labourers.—While there may be a time-lag between the termination of a Chinese labourer's employment with one planter and his engagement by another employer the time is never of any lengthy duration, and at no time has any labourer been destitute in the sense that he was without food, shelter, or clothing.

In some cases where, because of injury or ill health, labourers are no longer fitted for employment on plantations, the Labour Department has found light work for them.

Any labourer who is about to be repatriated and who because of recent unemployment is short of funds is given a small sum to meet his immediate expenses on arrival in China.

There are at present no unemployed Chinese labourers. Should any labourer terminate his employment with a private planter he would be at once re-engaged by the New Zealand Reparation Estates, whose plantation labour requirements will absorb any such unemployed labour.

The reply to Mlle. Dannevig's question⁽¹⁾ regarding wage-rates is as follows:—

Prior to the introduction of the 4s. per day rate public-works casual labourers received wages ranging from 2s. to 3s. per day. The change to 4s. per day was part of the policy of the Mandatory power, which also introduced the eight-hour day.

The number of casual labourers employed on public works differs in accordance with the type of works in progress—road-formation, for example, calling for more labourers than, say, bridge-construction. An approximation of the average monthly casual labour employment figure would be 120.

The wages earned are expended, firstly, in procuring clothes (singlets and *lavalava* for week-days, and white shirts, jackets, and *lavalava* for Sundays) and foodstuffs. White bread and tinned meat, tea, and butter are purchased in large quantities by the Samoans. There is also a considerable amount donated for religious purposes. The support also of any *aiga* (member of the family relationship group) in temporarily necessitous circumstances would prove a further call upon earnings.

XVI.—FREEDOM OF CONSCIENCE.

All Samoans profess Christianity. There is complete freedom of conscience, and Article V of the Mandate is observed entirely.

The relations between the missions and the Administration have always been of an harmonious and wholly co-operative nature, the missions at all times working willingly in close accord with the Administration.

The work of the missions in the educational field is dealt with in the next succeeding chapter and in the health services in Chapter XIX.

The following missions operate in the territory:—

The London Missionary Society.

The Roman Catholic Mission.

The Methodist Mission.

The Church of Jesus Christ of Latter Day Saints Mission.

The Seventh Day Adventist Mission.

The missions in general work along the same lines of activity, which may be summarized as follows:—

(a) *Educational.*—The missions conduct their own elementary village schools (see Chapter XVII), at which the usual primer curriculum is taught, and, in addition, instruction is given in such abstract virtues as healthful living, industry, cleanliness, honesty, and obedience.

(b) *Medical.*—The missions regard the care of the body as complementary to the well-being of the soul and associate with their educational work a considerable amount of medical missionary activity.

(c) *The Printed Page.*—Most of the missionary organizations conduct a periodical magazine which contains items of interest relating to the religious festivals, &c., of each mission, and also articles aimed at broadening the religious perception and assisting the spiritual enlightenment of the Samoan people.

It is interesting to note that, through the activity of the London Missionary Society, the Samoan language was first reduced to writing and that the grammar and dictionary of the Samoan language produced by one of the earliest of that society's missionaries is to-day the standard work on the language.

(d) *Preaching.*—The work of preaching the Gospel is steadily pursued by each mission; the aim of each organization is to preserve, sweeten, and purify the best elements of Samoan life and to fit the people in all respects to live according to the Christian standard and ethics.

XVII.—EDUCATION.

The general scheme of progressive education is as follows:—

Grade I Schools (Village, Pastor, or Catechist Schools operated by the Missions).

Grade II Schools (operated by the Administration and the Missions).

Administration Training Schools	Mission	Marist Brothers and Sisters
Administration Native Boys' Resident Schools	Resident Colleges	undenominational schools (all grades)
European Primary School		
Post-primary School		

(1) See minutes of the thirty-third session of the Permanent Mandates Commission, page 54.

MISSION SCHOOLS.

Grade I Schools (for Boys and Girls). Village schools taught by the village pastor, who is supplied by the mission concerned.

Girls' Schools (Resident). Girls attend these schools to prepare for a higher standard of village life than is attained by the average village girl. Samoan life is benefited by the marriage of these girls with members of their villages.

Child-welfare, Christian education, and handwork are among the principal subjects of the curriculum.

Boys' Schools (Resident). Pupils here are trained as pastors, teachers, or for artisan work in the missions.

Girls' Schools (Day).—Found in the more closely populated districts. The most important subjects are religion, music, typewriting, and sewing.

Marist Brothers' Boys' School (Day).—This is a very old-established school, situated in Apia. It is an undenominational primary school which educates boys to the New Zealand leaving-certificate standard, and also gives them elementary commercial training.

The following table gives a comprehensive survey of all purely mission schools, with details of the teaching staffs and numbers of pupils:

Denominational Schools.

Missions	Pastor Schools.	Boys' Colleges.	Girls' Colleges.	Student Colleges.	Mixed Colleges.	Boys' Special Day Schools.	Girls' Special Day Schools.	Pastor Teachers.	European Teachers.	Native Teachers.	Pupils.
London Missionary Society	172	..	..	..	..	..	..	172	..	..	11,422
	..	1	..	..	..	..	..	..	1	4	90
	..	..	1	..	..	..	..	..	1	4	200
	..	..	..	1	..	..	..	..	1	4	96
	172	1	1	1	..	..	..	172	3	12	11,508
Roman Catholic	85	..	..	..	..	..	..	85	..	..	1,859
	..	2	..	..	..	..	..	..	1	5	155
	..	..	11	..	..	..	..	..	12	16	782
	..	..	..	..	..	1	..	..	6	1	581
	..	..	..	..	..	..	5	..	8	5	350
	85	2	11	..	..	1	5	85	27	27	3,727
Methodist	38	..	..	..	..	..	..	38	..	..	1,300
	..	5	..	..	..	..	..	..	2	9	142
	..	..	1	..	..	..	..	..	1	4	61
	38	5	1	..	..	..	..	38	3	13	1,503
Seventh Day Adventist	2	..	..	..	..	..	..	2	..	..	53
	..	1	..	..	..	..	..	..	1	1	20
	2	1	..	..	..	..	..	2	1	1	73
Latter Day Saints	20	..	..	..	..	..	..	..	2	24	411
	..	..	..	..	2	..	..	..	4	6	96
	20	..	..	..	2	..	..	..	6	30	507
Totals	317	9	13	1	2	1	5	297	40	83	17,318

General. The majority of the teachers in the mission schools are Samoans, but a number of Europeans belonging to the various missions are also engaged in the work, especially in the resident schools. The school age varies from three to four years (in the Grade I schools) to thirty years (in the colleges).

During the year the age-restriction on attendance at Administration schools was removed.

GRADE II SCHOOLS.

It has been the happy co-operation between the Administration and the missions that has made it possible for these schools to be established in the chief villages.

The school buildings (Native *fale*) are supplied by the respective missions, while the teachers are paid, trained, and supplied by the Administration. The Methodist Mission has successfully undertaken the training of its own teachers, who come to an Administration training school for further training before going out to their schools. All teachers are Samoan, and instruction is given in that language, only a limited amount of English being taught. All these schools are under the direction and close supervision of the Superintendent of Schools, helped by Native Inspectors. At the conclusion of each school year the teachers are brought to Apia for a refresher course. There are 78 of these schools, with a total roll number of 8,451. The Samoan teaching staff numbers 132, of whom 55 have passed the New Zealand Proficiency Examination.

ADMINISTRATION SCHOOLS.

There are 78 Grade II schools, two resident boys' schools, two teachers' training-schools, one European primary school, and one post-primary school under the jurisdiction of the Administration, the total school population at Administration schools as at the 31st March, 1938, being 10,299.

Avele (Resident).—This school is splendidly controlled by a staff of eight Native male teachers supervised by the Superintendent of Schools. The Standard VI leaving certificate is the standard aimed at, and many students subsequently find employment in the Departments of the Administration.

Vaipouli (Resident).—This school, situated in Savai'i, is operated on similar lines to the Avele School. It has a staff of four Native male teachers.

Teachers' Training-schools.—There is a training-school in Upolu and one in Savai'i. Attached to each school is a model school typical of the class of school a young teacher has to control when the course of training is completed.

Ifi Ifi School (European Primary).—Children are educated to Sixth Standard. Considerable extension was effected to the accommodation during 1937, with the result that a total of 439 pupils is now comfortably accommodated. There are four male European and two female European teachers seconded from New Zealand, and five female European teachers recruited locally.

Post-primary School⁽¹⁾.—A special building has been erected for this school which will be in operation in the coming year.

The following table gives particulars of the average attendance at the four main Administration schools during the year :—

SHOWING NUMBER OF PUPILS PER QUARTER AT THE FOUR MAIN SCHOOLS.

Date.	Ifi Ifi (Mixed).	Malifa (Mixed).	Avele (Boys).	Vaipouli (Boys).	Totals.
31st March, 1937	320	638	96	126	1,180
30th June, 1937	329	974	108	134	1,545
30th September, 1937	378	802	96	112	1,388
31st December, 1937	382	998	96	112	1,588
31st March, 1938	439	1,109	200	89	1,837

Teachers.—Ifi Ifi School: 4 certificated male European, 2 certificated female European, 5 mixed-blood local girls; Malifa: 1 certificated female European, 9 Native male, 11 Native female; Avele: 8 Native male; Vaipouli: 4 Native male.

The Proficiency Examination has been abolished in New Zealand and a School Leaving Certificate has been substituted. The following results were obtained in December, 1937 :—

School.	Number of Pupils passing Certificate Examination.
Ifi Ifi	14
Avele	8
Marist Brothers	12
Marist Sisters	6

During the year excellent work has been done by the European doctors and the Native medical practitioners in medical inspections of the schools. Dental treatment of pupils was also inaugurated, a fuller reference to this being found in Chapter XIX.

Visits were exchanged between teachers and Inspectors of American Samoa and Western Samoa.

A gratifying result of the extensive educational policy pursued by the Administration is the continued demand which exists for well trained Native Samoans in the business concerns in the Territory.

Answers to the questions asked by Mlle. Dannevig⁽²⁾ are given below :—

(1) *School Fees.*—Of the eighty-one Native elementary schools under the jurisdiction of the Administration, the only schools at which fees (boarding) are now paid are the two boys' resident schools.

(2) *Inspection of Mission Schools.*—The Superintendent of Schools and five Native assistants comprise the inspecting staff of the Administration schools. The three European missionaries mentioned by Mlle. Dannevig have, of course, their own Native staffs to assist them.

The Administration Inspectors give model demonstration lessons in the schools visited, and also call together all teachers in the districts through which they tour to give lessons in the art of teaching. At least once a year all teachers in the Territory are assembled for a refresher course.

In the time which is left after these first calls upon the services of the Administration Inspectors, as many mission schools as possible are inspected and their teachers are called together for instruction in teaching methods.

(1) See minutes of the thirty-third session of the Permanent Mandates Commission, page 61.

(2) See minutes of the thirty-third session of the Permanent Mandates Commission, page 60.

At least once a year also the mission colleges are visited, and for a brief period a Native Inspector devotes two days a week to teaching the senior students.

(3) *Duties of the Superintendent of Schools.*—In addition to the necessity of sharing in discussions relating to the educational policy of the Territory and the usual administrative duties attached to an executive position, the Superintendent of Schools, as previously mentioned, forms one of the inspection staff of the Education Department, this duty involving him in frequent tours of inspection in outlying districts. The supervision and upkeep of school plantation lands also devolves upon him.

(4) *Quality of Native Education.* The opening of a Teachers' Training School in Savai'i operated on similar lines to the existing one in Upolu is indicative of an endeavour to improve the qualifications of those in whose hands rests the ultimate task of teaching the young. It is shortly hoped to build a Teachers' Training College with a Principal specializing exclusively in that work.

XVIII.—LIQUOR AND DRUGS.

(Information in the form recommended by the Permanent Mandates Commission in the Report of its 21st Session.)

A. There were no changes in legislation or regulations issued during the year.

B. The judicial statistics in Chapter X show seven persons arrested or summoned during 1937-38 for breaches of the laws and regulations relating to liquor. All were convicted.

Figures for preceding years were—

							Arrested or summoned	Convicted.
1936-37	..	..	..	..	..	..	13	11
1935-36	..	..	..	..	..	..	9	8
1934-35	..	..	..	..	..	..	6	6

C. Spirits and alcoholic beverages imported during the financial year 1937-38 :—

—	Average Approximate Percentage Alcohol by Weight.*	Quantity imported, 1937-38.	Quantities issued under Medical Permits.		Countries of Origin.
			1936-37.	1937-38.	
Spirituuous liquors—		Gallons.	Gallons.	Gallons.	
Whisky	38.5 to 51.0	820	684 $\frac{2}{3}$	685 $\frac{1}{2}$	United Kingdom.
Brandy	38.5 to 49.3	30	31 $\frac{1}{6}$	30	France and Australia.
Gin	40.6	340	223 $\frac{2}{3}$	302 $\frac{7}{10}$	United Kingdom and Holland.
Alcoholic beverages—					
Port, sherry, and burgundy	12.0 to 17.8	110	125 $\frac{2}{3}$	147 $\frac{1}{2}$	Australia, Spain, and France.
Vermouth	5.5 to 10.0	30	22	31	France and Italy.
Stout	5.5	180	90 $\frac{1}{2}$	124 $\frac{1}{4}$	United Kingdom and Australia.

* The approximate percentages of alcohol by weight given above are those accepted by the Customs Department in New Zealand. Analyses have been made of samples of all brands of ale imported, with results showing 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, 1924, do not come within the definition of "intoxicating beverages" as accepted by the Permanent Mandates Commission (minutes of the tenth session, page 182), and have accordingly been omitted from the return.

For sacramental purposes, 320 gallons of wine; rectified spirits of wine for industrial purposes, 420 gallons.

D. Production within the Territory is prohibited by law.

E. Revenue derived from duties on importation, 1937-38 :—

Medicinal liquor (import duty 17 $\frac{1}{2}$ per cent., or 25 per cent., and Port and Customs service tax 5 per cent.)	£	s.	d.
Industrial liquor (import duty 17 $\frac{1}{2}$ per cent., or 25 per cent., and Port and Customs service tax 5 per cent.)	793	12	6
			Nil.

(NOTE.—No duty was payable under this head as the 420 gallons of rectified spirits of wine referred to in paragraph C were all imported by the administration.)

Sacramental liquor (free of import duty; Port and Customs service tax 5 per cent.) 3 17 0

These duties are the ordinary *ad valorem* rates applying to all goods not subject to specific rates of duty: there is no authorization for higher specific rates of duty on liquor, for the rate of duty is immaterial, having regard to the fact that all liquor is sold by and for the Administration at prices approximating current retail prices in New Zealand.

F. In view of the position explained in E, there are no other duties, license fees, or taxes.

G. There is no Native beverage containing alcohol. The Native 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 or quantity to have toxic effects.

H. General information with regard to liquor, in addition to the above, was given in the Eighth Report, 1928.

During the year under review there were two offences reported under the Samoa Dangerous Drugs Order, 1930. A seaman brought ashore four five-tael tins of opium. He was arrested, charged both with importing and being in possession of opium, and fined £50.

In reply to M. Sakenobe's inquiry⁽¹⁾, the following information is submitted :—
Spirituous liquor and alcohol for sacramental and industrial purposes are imported under permit from the Administrator. All other spirituous liquors and alcoholic beverages are imported and sold by the Administration.

Permits for the purchase of liquor are issued by the Chief Medical Officer, who prescribes the maximum amount which may be obtained by any person each month.

Samoans receive permits in exceptional cases only, there being three in force at the present time. They are for limited supplies only and are very strictly supervised, receiving the personal attention of the Chief Medical Officer.

With regard to M. Sakenobe's question⁽²⁾ relating to a comparison of the conviction figures for obtaining or attempting to obtain dangerous drugs in the years 1934-35 and 1936-37, the following explanation is made :—

Opium is the only dangerous drug used in any quantity in Samoa, and any offences recorded under the Samoa Dangerous Drugs Order, 1930, are in relation to opium-smoking.

The apparently high total of twenty convictions in 1934-35 for opium offences was made up as follows :—

	Convictions.
Chinese labourers found in possession of opium	4
Chinese labourers found in possession of opium-smoking utensils ..	5
Chinese labourers found on premises where opium was being smoked ..	10
Chinese labourer permitting premises to be used for opium smoking ..	1
	— — —
	20

The total number of labourers involved in these prosecutions was fifteen, some being convicted for more than one offence.

During the years 1935-36 and 1936-37 there were no opium offences reported, and consequently there were no convictions recorded.

XIX.—HEALTH.

The staff consists of three European medical officers, ten Native medical practitioners, one European dental officer, and the bacteriological and nursing staff, the complete health service comprising 19 Europeans, 106 Native Samoans, and 1 Chinese dresser.

The appointment of further Native probationer nurses and Native dental cadets account for the increase in the service.

The year has marked the consolidation of the improved health services in relation to the inspection of foodstuffs for human consumption, the establishment of the Women's Committees, the training of Samoan nurses in pre-natal maternity work, and the successful establishment of a dental clinic under the control of a European Dental Surgeon. A European nursing sister devotes part of her time to special tutorial work for new Native trainees; classes of varying numbers, depending on the needs of the service, are formed twice a year and thus ensure continuity of training to the group.

Extensive inspection work in the out-districts has been carried on during the year by the Chief Medical Officer and the Matron.

The baby-welfare work has continued without change, and is regarded as being one of the most important branches of the medical work.

It is proposed during the course of the next few years to erect concrete dispensaries at the main out-stations.

A welcome indication of the effect of intensified instruction in sanitary principles are the frequent requests made through the Women's Committees for the co-operation of the Administration in the erection of conveniences, &c., in many outlying villages.

The health of the Territory during the year compares more than favourably with last year, there having been no major epidemics, and a striking reduction in the infant mortality rate being recorded (see page 26). When comparing the figures with those of the previous year, however, it must be remembered that in 1936 epidemics of whooping-cough and measles accounted for a large number of infant deaths.

It should be recorded that progressive medical education among the Native population has been in no small measure responsible for this decrease.

HOSPITALS AND DISPENSARIES.

Admissions to Hospitals :

Apia Hospital—	1936.	1937.
Europeans	370	327
Samoans	1,082	853
Chinese	274	167
Melanesians	17	10
	— — —	— — —
	1,743	1,357
Tuasivi Hospital	177	232
Aleipata Hospital	125	148
	— — —	— — —
Total in-patients	2,045	1,737
Out-patients : Hospitals and dispensaries	15,617	15,832
	— — —	— — —
Grand totals	17,692	17,569
Deaths in hospitals	84	58

(1) See minutes of the thirty-third session of the Permanent Mandates Commission, page 61.
(2) See minutes of the thirty-third session of the Permanent Mandates Commission, page 62.

MAIN DISEASES.

Yaws.—Regular *malagas* (tours of inspection) were made in each Native medical practitioner's area, besides a day each week being spent at his headquarters for N.A.B. injections. Not many bad cases are seen in the outlying districts. The number who received N.A.B. treatment during the year was 11,382.

Enteric.—A number of cases still occur and come to the hospital for treatment from various surrounding villages. There were outbreaks during the year at three outlying villages. A quarantine was enforced by the villagers and the epidemic soon subsided.

Tuberculosis.—It is a difficult matter to obtain these cases early enough for treatment and education. By the time they come under the notice of the hospital doctors they have already done harm in their family circle, the danger they constitute not being realized. The cases which arise are mostly confined to Apia and the more closely settled places to the west of Apia.

Beri Beri.—There were two cases treated in hospital during the year.

Leprosy.—Two recent cases have been discovered and are now isolated at the Apia Hospital. As many as possible of the relations of known lepers are examined periodically, as also are those discharged as cured from the Makogai Leper Station.

Javandice.—A number of cases occasionally occur. The cause of this is not yet known, but one outstanding fact is that they occur in villages in which poor water, bathing facilities, and sanitation obtain.

NATIVE MEDICAL PRACTITIONERS.

During the year 16,000 *fale* were visited and 1,820 villages inspected. The Native medical practitioners are giving admirable service to their own people. During the year one Native medical practitioner returned from the Suva Medical School, where he had been undergoing a refresher course. There are at present six Samoan students in training at the school, of whom two will have completed their course of studies by December, 1938, and will then return to the Territory to take up active medical work.

WOMEN'S COMMITTEES.

During the year three further Women's Committees were formed, bringing the total to 125. All these Committees render excellent service, and by close co-operation with the medical authorities materially assist in the promulgation of sanitary education.

Answers to the questions asked by Count de Penha Garcia⁽¹⁾ are given below:—

(1) *Declaration of Deaths and Classification of Diseases*.—The record of deaths for measles and whooping-cough last year were compiled from records specially kept by the Native medical practitioners.

The usual procedure is for the *Pulenu'u* of each village to make a quarterly report of the number of deaths in his village. The *Pulenu'u* does not give cause of death (being in most cases unable to do so), and the classification of the cause of death devolves upon the Native medical practitioner for the district.

(2) *Isolation of Infectious Diseases*.—It has been the experience of the medical authorities that local quarantine of villages, unless heavily policed, is in most cases unsuccessful. Although considerable progress has been made in the medical education of the Samoans, it has not yet been possible to inculcate a consciousness of the necessity for quarantine precautions in cases of infectious diseases; and consequently quarantines are broken from the inability of the Samoans to understand their necessity.

(3) *Comparison of the Number of Villages with the Number of Women's Committees*.—As mentioned on page 2 of last year's report, there are 192 villages in the Territory. There are 125 women's committees.

PARTICIPATION BY MISSIONS IN MEDICAL WORK.

All missions purchase stocks of drugs and dressings at the Apia Hospital dispensary from time to time, and use them in their schools.

DENTAL CLINIC.

In February, 1937, a dental officer was appointed and at once commenced a preliminary survey of the dental health of the school-children, over 1,500 Government school-children being examined.

A modern, fully-equipped dental clinic has been established adjacent to the public hospital. There are six Native dental cadets, all picked lads, undergoing training for a period of three years. The scope of the clinic work must necessarily be restricted during this period, and for the present, therefore, the main effort will be directed to this training of the cadets who are showing a remarkable aptitude for the work and are very keen students.

In addition systematic preventive work will be carried out as far as possible in respect of pupils attending the European school at Ifi Ifi, and all pupils of Government schools will be eligible to attend the clinic for urgent treatment—i.e., extractions, &c.

Attention is also being paid to dental-health education by means of articles and talks along simple preventive lines delivered to the school-children and school teachers during their refresher courses.

Courses are also being given to the Native medical practitioners and Native nurses on preventive dentistry.

(1) See minutes of the thirty-third session of the Permanent Mandates Commission, page 62.

Unfortunately, European contact has meant the introduction of refined foodstuffs, more especially fresh white bread and refined sugar, and in consequence disease, and particularly dental disease, has followed. The extent to which consumption by Samoans of European foods has a deteriorating effect on the teeth was very clearly revealed in the comparative survey of the dental condition of Samoan school-children from Apia (urban area) with those from the south-west corner of Savai'i geographically most remote from the influence of the infiltration of European foodstuffs. Over 62 per cent. of the Savai'i children examined had all sound teeth, whereas with Malifa and Avele (Apia) the percentages dropped to 41 and 33·8 respectively. With the European and mixed-descent group at Ifi Ifi who eat the minimum of Native foods and the maximum of European foods the percentage dropped as low as 20.

Therefore, with a school population of over ten thousand children, the need for some form of dental health education and treatment is most evident. While it is too early to look for results from this service, nevertheless it is hoped that this valuable adjunct of the medical services will soon show the benefits of the introduction of such necessary preventive measures.

INFANT MORTALITY.
Deaths (Samoans) at Different Ages.

	Number of Deaths.			Percentage of Total Deaths.		
	1935.	1936.	1937.	1935.	1936.	1937.
Under 1 week	27	26	37	5·75	1·87	4·69
From 1 week to 1 month	17	24	15	3·63	1·72	1·90
From 1 month to 3 months	17	66	23	3·63	4·76	2·92
From 3 months to 6 months	20	120	40	4·26	8·65	5·08
From 6 months to 12 months	86	239	97	18·34	17·22	12·31
From 1 year to 2 years	35	271	78	7·46	19·53	9·90
From 2 years to 3 years	26	122	36	5·55	8·79	4·57
From 3 years to 4 years	15	70	33	3·20	5·04	4·19
From 4 years to 5 years	7	45	29	1·49	3·24	3·68
From 5 years to 10 years	22	74	60	4·69	5·33	7·62
Over 10 years	197	331	340	42·00	23·85	43·14
Totals	469	1,388	788	100·00	100·00	100·00

The infant-mortality rates per 1,000 registered births have been as follows:—

Year.	Rate.	Year.	Rate.	Year.	Rate.	Year.	Rate.
1925	186	1929	70	1932	121	1935	97·0
1926	106	1930	61	1933	114	1936	291·77
1927	101	1931	111	1934	104·8	1937	89·30
1928	58						

It will be observed that the infant-mortality rate for 1937 is the lowest recorded for the past seven years, but it must be remembered that during the height of political non-co-operation, from 1928 to 1930, registration of births and deaths was very incomplete, and the figures quoted for those years cannot be accepted for the purpose of comparison. Attention is drawn, however, to the fact that if the figures for those three years are ignored, then the infant-mortality rate for the year 1937 is the lowest on record for the Territory.

METEOROLOGICAL.
(Readings taken at Apia Observatory, Mulinu'u Point, at Sea-level.)

Month.	Pressure.	Temperature.	Rainfall.	Humidity.	Sunshine.	Wind.
1937.	In.	°F.	In.	Per Cent. (9 a.m.)	Hours.	Miles per Hour.
January	29·744	80·2	15·20	80	220·7	7·4
February	29·779	80·3	15·85	81	151·5	7·6
March	29·769	79·3	16·15	81	187·2	5·9
April	29·814	80·0	9·41	80	212·2	6·3
May	29·872	79·0	15·59	77	218·0	7·5
June	29·867	78·8	0·65	76	245·7	7·9
July	29·861	79·0	2·02	76	259·7	7·8
August	29·861	78·8	6·26	78	223·4	11·0
September	29·902	78·4	5·46	74	223·2	6·9
October	29·866	79·2	9·28	77	205·5	8·4
November	29·799	79·7	4·56	74	225·1	5·8
December	29·767	79·7	11·17	76	192·5	5·4
Total	..	..	111·60	..	2,564·7	..
Mean	29·825	79·4	..	77	..	7·3

Notes on Storms, 1937-38.

April, 1937.—Strong winds at Niue Island on the 9th were associated with a depression which passed in a southerly and then easterly direction from between Fiji and the New Hebrides.

August, 1937.—On the 11th a depression was situated south of Tonga and later moved east and affected the Cook Islands.

December, 1937.—Winds of gale force were experienced at Norfolk Island on the 28th, when a depression moved south from the New Hebrides.

February, 1938.—On the 24th a centre of depression moved towards the Fiji Islands, where squally conditions prevailed.

XX.—LAND TENURE.

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. Titles to Native land, when in dispute, are adjudicated upon by the Native Land and Titles Court referred to in Chapter X of this report, and determined in accordance with the customs and usages of the Samoan race.

Usurious contracts with Natives are unenforceable at law, and Native land is incapable of being taken in execution for the payments of the debts of a Samoan on his decease or insolvency.

Generally, alienation of Native land is prohibited, save an alienation or disposition in favour of the Government. Provision has been made for sale of Native land in the Apia town area, and the Administrator may approve of a lease of Native land for a period not exceeding forty years, but in each instance the grant is made only if the Administrator is satisfied that the transaction is in accordance with the desires and in the interests of the Native owners and in conformity with the public interests.

Although large areas in the interior of each of the two main islands are incapable of cultivation, there is more than ample Native land available for all the requirements of the present indigenous population.

XXI.—FORESTS AND AGRICULTURE.

FORESTS.

The mountainous interior, comprising by far the greater portion of the area of both principal islands, is completely covered with virgin Native forest. The Territory has been visited on occasion by representatives of milling interests, who have formed the opinion that the indigenous forest has insufficient millable trees to the acre to be profitable, whilst afforestation with exotic species is rather discouraged by the precipitous nature of the country.

On European plantations teak is planted in a small way, but quite successfully, for general utility.

AGRICULTURE.

The circumstances of the Territory do not warrant the maintenance of a separate Department of Agriculture but all produce exported is subject to close and careful inspection before shipment.

Copra is the staple product of the Territory : it is produced approximately 77 per cent. by Natives, and the output of the New Zealand Reparation Estates accounts for roughly two-thirds of the balance. Exports for the four years 1934-37 averaged 11,951 tons. There is considerable fluctuation in local stocks held between shipments, and for this reason records are kept of Native production as distinct from export, as indicated in the following :—

Year.						Exported. Tons.	Native Production. Tons.
1934	..	..	..	..	..	8,948	7,907
1935	..	..	..	..	..	12,501	10,500
1936	..	..	..	..	..	13,014	9,230
1937	..	..	..	..	..	13,340	10,273

Cocoa is produced in Western Samoa principally by Europeans (although Native production is increasing), and is of very high quality, being a standardized hybrid of Criollo and Forastero, but with the Criollo predominating. Samoan cocoa has been classified by the Imperial Economic Conference on cocoa as being amongst the world's finest in point of quality, and it is used mainly for blending. Export during the four years 1934-37 averaged 980 tons per annum.

Bananas continue to be of considerable assistance to the Territory, and a record number of 187,755 cases was shipped during the calendar year 1937. Further information relating to this product will be found in the report on trade, Chapter IX.

Rubber (*Hevea braziliensis*) is planted to some extent, and export of a good-quality smoked sheet reached 167 tons in 1928. Owing to low prices production ceased entirely in 1933, and no rubber was shipped in that or the succeeding year. In 1935, however, production was recommenced, 25 tons being shipped from the Territory that year, 51 tons in 1936, and 61 tons in 1937.

XXII.—MINES.

There are no mines or any known mineral deposits of value in the Territory.

XXIII.—POPULATION.

Statistics for the year ending 31st March, 1938, are given in the following table :—

Designation.	As at 31st March, 1937.		Births.		Deaths.		Arrivals.		Departures.		As at 31st March, 1938.		Grand Totals.
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	
Europeans ..	254	116	..	2	1	..	168	112	163	91	258	139	397
Persons of part Samoan blood	1,396	1,294	51	56	5	9	101	123	104	133	1,439	1,331	2,770
Natives ..	26,628	25,974	1,278	1,132	435	354	679	436	717	461	27,433	26,727	54,160
Chinese labourers ..	500	..	..	..	5	..	..	..	167	..	328	..	328
Other Chinese ..	17	3	..	..	..	..	1	..	..	..	18	3	21
Melanesian labourers	81	1	..	..	..	..	1	..	..	..	82	1	83
	28,876	27,388	1,329	1,190	446	363	950	671	1,151	685	29,558	28,201	57,759
Totals ..	56,264		2,519		809		1,621		1,836		57,759		

N.B.—Of the 328 Chinese labourers shown as being in the Territory as at 31st March, 1938, two are actually at the Makogai Leper Station. In last year's report one Melanesian labourer was shown as having left the Territory. Actually he was sent to the Makogai Leper Station. As in the case of the two Chinese labourers referred to above, it is considered he should be retained in the Melanesian population figures of the Territory, and, to adjust the total, he has been shown in the above table as an arrival. The total therefore, includes all Melanesian labourers for whom the Territory is responsible.

Figures showing the alteration in population since April, 1921, the date of the first census taken by the New Zealand Administration, are given hereunder :—

Designation.	As at 17th April, 1921.	As at 31st March, 1938.	Total Increase or Decrease.
Europeans and persons of part Samoan blood	2,066	3,167	+ 1,101
Native Samoans	33,336	54,160	+ 20,824
Chinese labourers	1,290	328	— 962
Melanesian labourers	465	83	— 382
Other Chinese	..	21	+ 21
	37,157	57,759	+ 20,602

XXIV.—PUBLIC WORKS.

The following structural work was completed during the year under review :—

Hospital.—Six Samoan *fale* erected at the Apia Hospital; European Hospital extended by an addition to house infectious cases; conversion of one Chinese ward into a dental clinic.

Education.—An additional story erected on the European primary school; a new building to house the post-primary school; a new Native school at Tutaga, Savai'i.

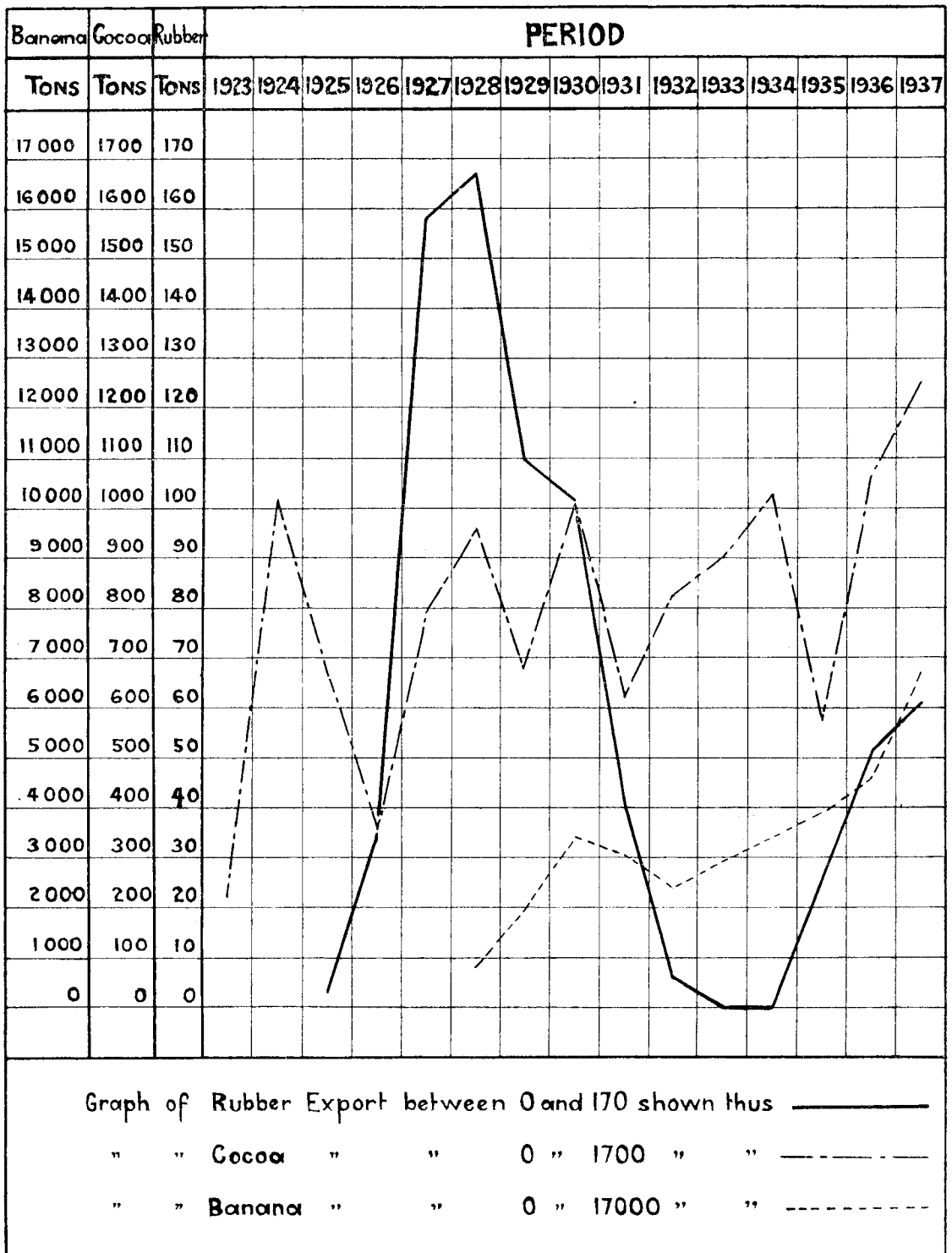
Extensive repairs to many other Administration buildings and the residences of officials were carried out. A new office building was erected at the Apia Observatory, and alterations and repairs were effected to several of the Observatory buildings.

There was considerable roading activity during the year, most of the arterial roads receiving attention, and several of the more important highways being widened, drained, and resealed. A 56 ft. wooden bridge was re-erected, and a total of ten other bridges were the subject of maintenance-work. Test piles were driven for the re-erection in concrete of the Vaisigano Bridge at Apia.

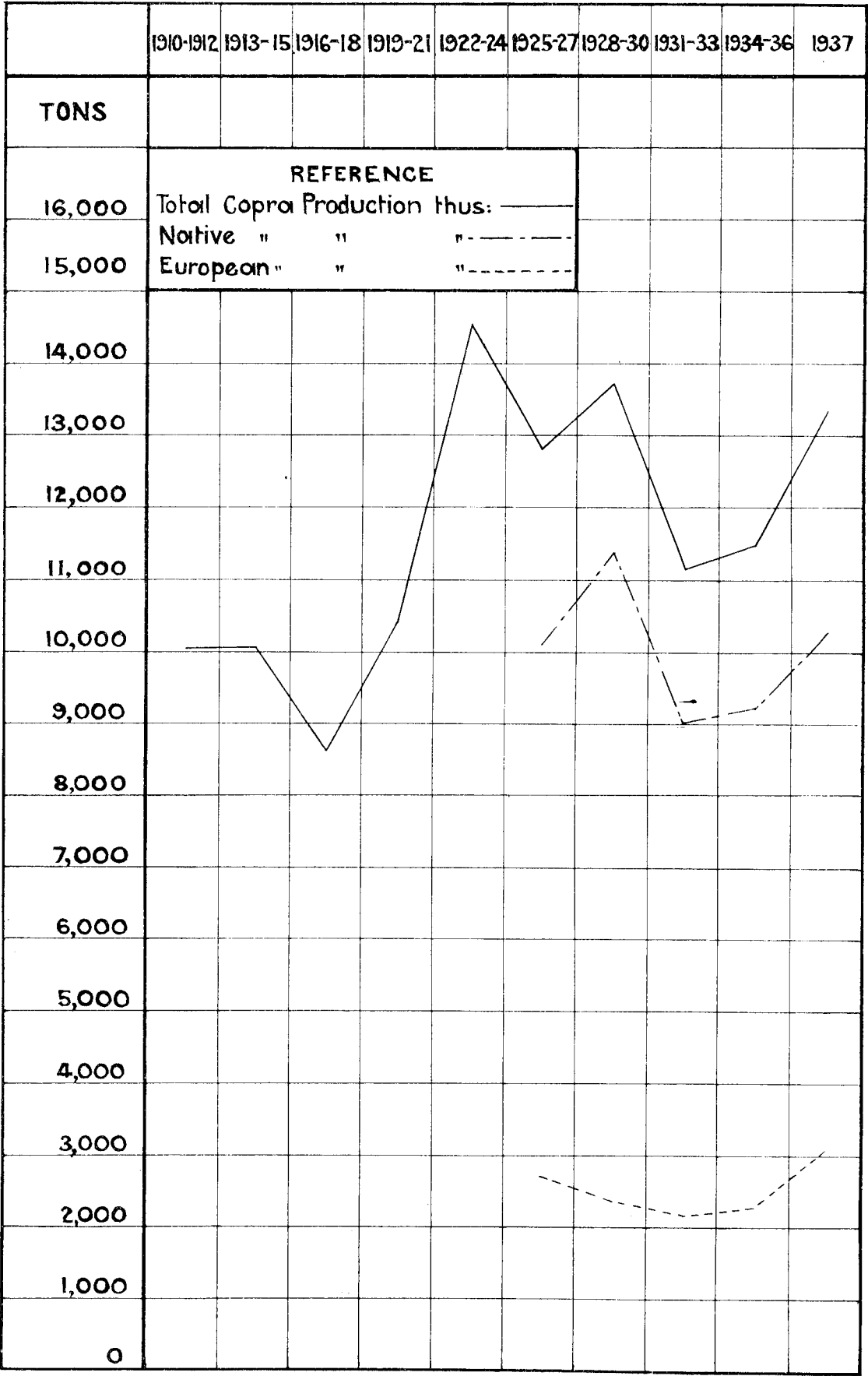
A further extension of the sea-wall along the Apia waterfront was made, and protection work on the Apia-Mulifanua road was also consolidated.

The reticulation system of the hydro-electric service was extended, and the plant has functioned smoothly under its slightly increased load.

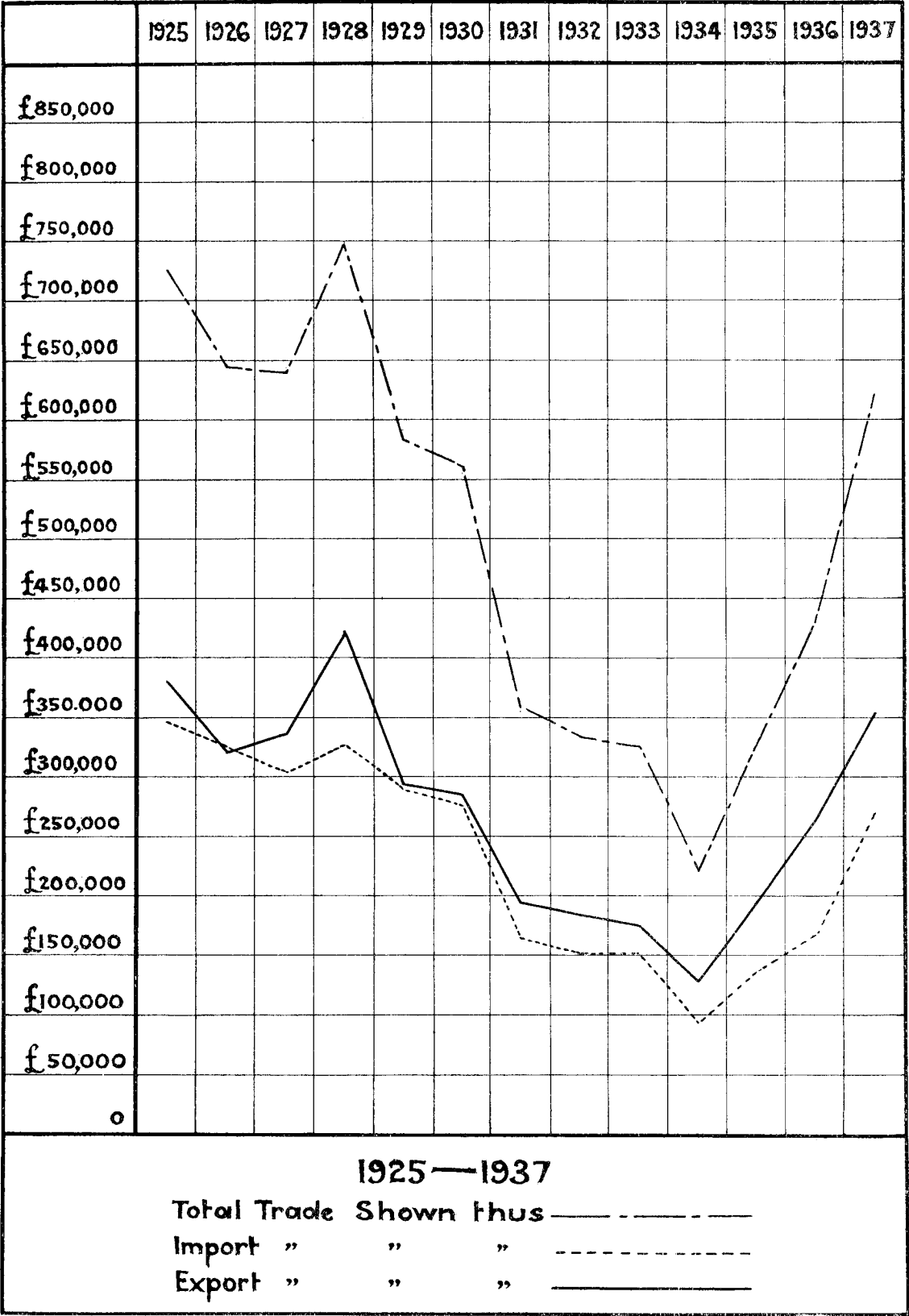
Parks and reserves, wharves, water-supplies, and sanitation all received attention during the year.



DETAILS OF QUANTITIES OF EXPORTS, 1923-37.

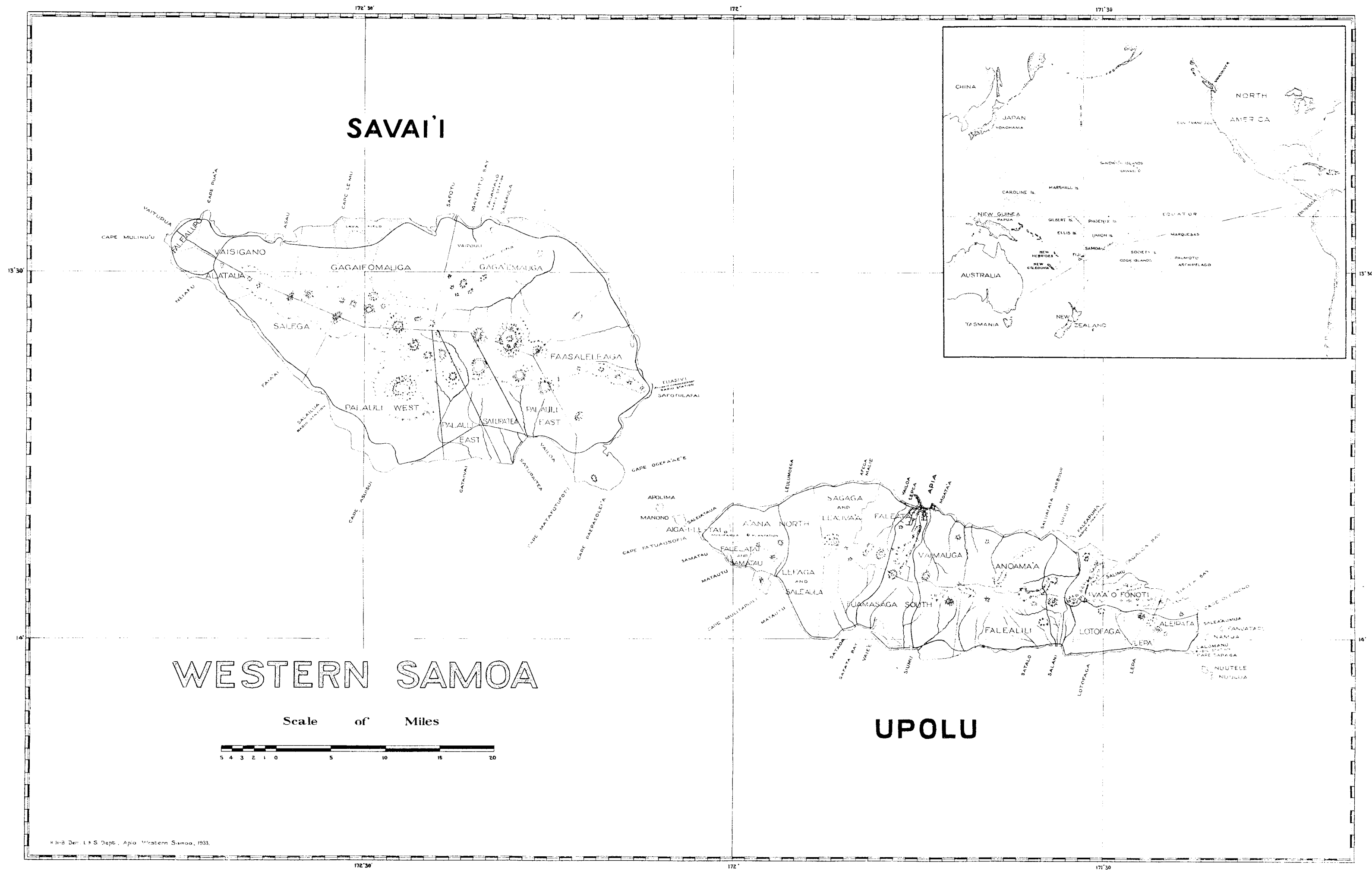


COPRA PRODUCTION, 1910-37.



VALUES OF IMPORTS, EXPORTS, AND TOTAL TRADE OF WESTERN SAMOA, 1925-37.

Approximate Cost of Paper.—Preparation, not given ; printing (1,220 copies, including maps and graphs), £51 12s. 6d.



W 11-13 Dept. L & S Dept., Apia, Western Samoa, 1933.

