

1939.
NEW ZEALAND.

MANDATED TERRITORY OF WESTERN SAMOA

(NINETEENTH REPORT OF THE GOVERNMENT OF NEW ZEALAND ON THE ADMINISTRATION OF,
FOR THE YEAR ENDED 31st MARCH, 1939).

Presented to both Houses of the General Assembly by Leave.

SIR,—

Prime Minister's Office, Wellington, N.Z., 8th August, 1939.

I have the honour to forward herewith the Nineteenth Annual Report on the Mandated Territory of Western Samoa, for the year ended 31st March, 1939. 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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I.—INTRODUCTORY.

Inquiries concerning points in the 1937-38 report, made by members of the Permanent Mandates Commission during the thirty-fifth session, are answered in the succeeding pages as follows :—

Subject.	Minutes of Thirty-fifth Session, Permanent Mandates Commission.	Report for 1938-39.	
	Page.	Chapter.	Page.
Banana inquiry (M. Giraud)	164	XXI	29
Changes in status of persons of mixed blood (M. van Asbeck)	160	III	2
Employment of Natives (Mr. Weaver)	167	XV	21
Forests (Count de P. Garcia)	170	XXI	29
German nationals (M. van Asbeck)	160	XXIII	30
German school (Mlle. Dannevig)	169	XVII	24
Health in prisons (M. van Asbeck)	163	XIX	27
Imported labour (M. Palacios)	167	XV	21
International conventions (Count de P. Garcia)	156	IV	3
<i>Mau</i> influence (M. van Asbeck)	157	V	6
Missions (M. Palacios)	168	XVI	21
Native banana-producers (M. Giraud)	164	XXI	30
Native depositors in Post Office Savings-bank (M. Giraud)	164	V	7
Ostracism (Mlle. Dannevig)	166	XIV	21
Parallel systems of village administration (M. van Asbeck)	165	V	5
Persons of European/Samoan blood (Lord Hailey)	162	V	6
Public debt (M. Rappard)	161	VI	11
Remuneration of <i>Pulenu'u</i> (M. van Asbeck)	159	V	6
Training of Samoan associate Judges (M. van Asbeck)	163	X	16
Women's committees (Count de P. Garcia)	169	XIX	27

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 which is situated Apolima Islet; the remainder of the islets are found within or near 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 eleven years being 79·3 degrees Fahrenheit, and the average rainfall for the same period 120·59 in. per annum. At the 31st March, 1939, the Native population was 55,558 and the non-Native population 3,748: total, 59,306 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 individual inhabitants of the Territory voluntarily to obtain British naturalization.

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

As anticipated in last year's report, the Samoan Status Ordinance 1934 has been amended by deleting its former requirement that part-Samoans of European status on applying for the legal status of Samoans should "live as Samoans." This was done in response to representations made on the ground that Samoans themselves are under no such legal obligation. Actually, however, there has been no application during this year by any part-Samoan of European status to become a Samoan, whereas twenty-eight part-Samoans of Samoan status applied for and were granted registration as Europeans during the period of compilation of the electoral roll for the two European elective seats in the Legislative Council.

There is no legal bar to part-Samoans of one-half or more Samoan blood acquiring the legal status of either Samoans or Europeans, and then reverting to their former status if they find the experience unsatisfactory, though actually no person has yet done so⁽¹⁾. A legitimately born European of less than

(1) See minutes of thirty-fifth session of Permanent Mandates Commission, page 160.

half-Samoan blood cannot become a Samoan, nor can a full Samoan become a European. The principal legal consequences of a change of status from that of a Samoan to that of a European are that the applicant forfeits his rights in Native land, to hold (since 1935) a Samoan *matai* name except by special Government permission, or to hold the seat of a Samoan member in the Legislative Council or in the *Fono* of *Faipule*. On the other hand, a person accepting status as a Samoan becomes ineligible to be an elector for or to hold one of the European seats in the Legislative Council, or to participate in the Administration land-settlement scheme (on the ground that Native land is available for every Samoan). Furthermore, the issue to Samoans of shares in companies and of intoxicating liquor is restricted. No change of name or style of living is required when either status is acquired.

IV.—INTERNATIONAL RELATIONS.

(a) INTERNATIONAL CONVENTIONS⁽¹⁾.

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

Residence—

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

Transit—

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

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

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

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

Commerce, Navigation, and Customs—

24th July, 1923, Lausanne. Commercial Convention between the British Empire, France, Italy, &c., and Turkey.

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

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

5th July, 1930, London. International Load-line Convention. (Came into force 1st July, 1936.)

Economic—

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

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

Justice—

Convention extending Part I of the Reciprocal Enforcement of Judgments Act, 1934, to France and Belgium.

Postal, Telephonic, Telegraphic, Radio-telegraphic—

28th June, 1929, London. Universal Postal Convention.

28th June, 1929, London. Agreement concerning Insured Letters and Boxes.

Social—

25th September, 1926, Geneva. Slavery Convention.

12th September, 1923, Geneva. International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications.

Narcotic Drugs—

19th February, 1925, Geneva. International Convention relating to Dangerous Drugs (Second Conference).

Sanitary—

21st June, 1926, Paris. International Sanitary Convention.

Political—

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

Peace—

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

(1) See minutes of thirty-fifth session of Permanent Mandates Commission, page 156.

The following bi-lateral agreements have been extended to the Territory :—

Legal Proceedings in Civil and Commercial Matters :—

2nd February, 1922, London, between United Kingdom and France.

20th March, 1928, London, between United Kingdom and Germany.

Extradition Treaties—

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

Supplementary Extradition Convention between the United Kingdom and Austria.

Agreements for the Abolition of Visas—

Between United Kingdom and the following States : Austria, Belgium, Denmark, Germany, Italy, Lichtenstein, Luxemburg, Netherlands, Norway, Portugal, Spain, Sweden, and Switzerland.

Convention between the United Kingdom and the United States of America relative to the Disposal of Real and Personal Property, signed on the 2nd March, 1899.

Trade Agreement between the Commonwealth of Australia and the Dominion of New Zealand, signed at Canberra on the 5th September, 1933 (in part).

(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 *ad valorem* 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 and 1938.

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 for 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 adult European community, and four nominated Samoan members.

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

In New Zealand—

The Samoa Amendment Act, 1938.

The Samoa General Laws Amendment Order 1938.

The Samoa Native Regulations 1938.

The Samoa Legislative Council (Elective Membership) Order 1938.

The Samoa High Court Amendment Rules 1938.

The Samoa Immigration Amendment Order 1938.

The Samoa Local Defence Force Regulations 1939.

In Samoa—

No. 1/1938 : The Samoa General Laws Amendment Ordinance 1938.

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

The Deputy Administrator, Mr. A. C. Turnbull, continued in the capacity of Acting Administrator during the year.

It is pleasing to report that Government functioned satisfactorily throughout the year, relations between the Administration and the Samoans, as well as other sections of the community, being of an harmonious and co-operative nature.

The Administrator again acknowledges with appreciation the interest displayed in community affairs by the Chamber of Commerce, the Planters' Association, the United Progressive Party, and the Local Born Labour Party, all of which bodies have from time to time made representations affecting either their particular interests or the common welfare.

The relations between the Administration and the Missions continue to be of a wholly harmonious and mutually satisfactory character.

Certain repeals were enacted under the Samoa Amendment Act, 1938. Provision was also made under this Act for election and appointment of *Faipule* to be specifically prescribed by Ordinance. Certain machinery amendments to assist administration were also made.

The Legislative Council met in June, when its principal business was the repeal of such of the dormant legislation referred to under the "Native Affairs" section of last year's report as had been comprised in Ordinances. The Council met also in August to discuss the estimates for the financial year prior to their submission to the Hon. Minister of External Affairs, and again in January, when discussion was commenced on a Bill proposing a concrete-building area for Apia.

The Finance Committee, referred to in the 1937 report, is functioning ; in this year it met in July to consider estimates before they were referred to the Legislative Council, and again in February to receive a report on the financial results to 31st December.

On 1st April the Hon. Tamasese, M.L.C., as representing one of the leading family lines of Samoa, was appointed *Fautua* (Adviser to the Administrator), in succession to the late High Chief Tuimalea-liifano. The Hon. Malietoa, O.B.E.⁽¹⁾, holds the other similar position. The Acting Administrator confers regularly with the two *Fautua* at monthly meetings as well as on other official occasions.

In September the Hon. Tamasese relinquished his seat in the Legislative Council. For this vacancy, and also for the seat which had remained vacant since the nomination of the Hon. O. F. Nelson⁽²⁾, the *Fono* of *Faipule*, who were then in session, recommended the appointment of two executive members of the *Mau* organization, Asiata Mu'ese and Fa'alava'au Galu. They were duly appointed, and so completed the Samoan seats in the Council.

The triennial election for European members was held on the 26th November, 1938. Six Europeans offered themselves for election, the Hon. O. F. Nelson and the Hon. C. M. Dawson being returned.

On account of the extension of the franchise to all adult Europeans, the electoral roll rose from 134 in 1935 to 705 in 1938, and considerable public interest was evinced in the election.

The fall in market prices for copra and cocoa forecast in last year's report unfortunately occurred, with the result that the Administration's finances were curtailed.

In January, 1939, extraordinary rainfall with accompanying floods and high seas caused extensive damage to road communications, hydro-electric plant, and waterworks, as well as to Government and private plantations, the cocoa crop being completely ruined, with no prospect of cropping for another six months.

Several steel and concrete bridges were swept away, and numerous land-slides and washouts occurred throughout the Group. The damage to public services and plantations is estimated at £40,000, and as current revenues are not sufficient to meet the restoration of transport communications it will be necessary to use reserve funds to meet the extra expenditure.

The loss through storm damage to the cocoa planters, coupled with the continued low prices obtaining for the past fifteen months, will necessitate a continuation of the relief measures granted these planters last year in the way of remission of rent by the New Zealand Reparation Estates as lessors and interest charges by the New Zealand Reparation Estates and mercantile firms.

NATIVE AFFAIRS.

The *Fono* of *Faipule* was in session from 13th September until 19th October, the Acting Administrator attending from time to time as requisite. During this *Fono* conclusions were reached which resulted in the completion of Samoan representation in the Legislative Council, and of other appointments to which reference appears below, while perhaps an historic occasion was the spontaneous offer by the *Faipule* on 29th September, during the European crisis, of a force of nine thousand Samoans for the defence of Samoa.

The *Fono* reported its concurrence in the re-establishment of further classes of Native officials to a number of fourteen *Fa'amasino* (or District Native Judges) and fourteen *Pule Fa'atoaga* (Native Plantation Inspectors), accepting temporarily the view of the New Zealand Government that these numbers are sufficient at present, but stating "the Samoans do not give up hope that there will be ultimately thirty-nine of each" (or one for each *Faipule* district). These twenty-eight new officials, appointed on the 8th December, were chosen by the voice of district meetings, or in the absence of unanimity were as recommended by the district representatives, the *Faipule*, and are in all cases chiefs or orators of standing. The actual appointments of the *Fa'amasino* were made by the Acting Administrator, who found no occasion to dissent from any of the nominations submitted to him.

The jurisdiction of the Native Judges is described in Chapter X, "Judicial Organization."

The *Pulefa'atoaga* are Inspectors of Native lands and plantations, with duties to be performed partly by way of complaint laid by them before the *Fa'amasino* in the event of a breach of the laws regarding cleanliness or sanitation within the village residential areas, and partly by advice and instruction as regards cultivation and care of plantations.

The Mandatory Government and the local Administration have noted the desire of the Permanent Mandates Commission⁽³⁾ for more detailed information on the relations between the official and unofficial village heads, "who appear to have a parallel authority." This conclusion is hardly a correct one.

Obedience to the general law of the Territory proceeds satisfactorily. Law is administered by the *Fa'amasino* and other Courts, but it is not part of the system that the village officials—i.e., the *Pulenu'u*—should necessarily be village heads or leaders of the village life by any right of law or of the Government appointments that they hold.

The chiefs and orators of each village, acting as a group, direct communal village activities of a nature *not compulsory by law*, such as village work on utilities and health measures, the planting of a sufficiency of food crops, inquiry into breaches of the social code, or the reception of visitors. In these councils the official is expected to take part in his own personal right, not claiming priority or asserting his Government office except in the rare event of the matter under discussion being in conflict with the law. There is thus a considerable measure of village self-government in the ordering of those activities which rest not on law but on social custom.

Such is the extent to which dualism exists in this matter. It is based on a characteristic of Samoan thought in which completeness rests on a juxtaposition of pairs, either mutually supporting or contending, the motivating factor being that every one should be recognized. Evidence of this exists in the contemporaneous functioning of chiefs and orators, reciprocity in kinship and ceremonial relations, and other groupings in pairs throughout the socio-political system. Village government thus has a natural background for falling into two categories—the operation of law emanating from "Government," and the direction of village social life by its chiefs and orators, referred to as the "*Puletua*."

⁽¹⁾ Since deceased.

⁽²⁾ See report for 1937-38, page 3.

⁽³⁾ See minutes of thirty-fifth session of

Permanent Mandates Commission, page 165.

The actual function of the *Pulenu'u* is, by example and exhortation, to endeavour to maintain the observance of law in his village, and he performs some clerical duty also in reporting births, deaths, and making similar returns. Each *Pulenu'u* receives a salary of £9 per annum from the Treasury⁽¹⁾; all the other officials and representatives are paid in similar manner, at various rates.

The *Mau* organization was described in the last report⁽²⁾ as representing an unquestioned majority of the Samoan inhabitants, and the "New *Mau*" as not representing more than 3½ per cent. of the Samoan population. This position remains unchanged; the smaller party has followers in some parts of Upolu; the larger has influence throughout the Territory generally, including Savai'i, though its organizing centre of activity is adjacent to Apia.

TRADE.

The total trade receded considerably from the 1937 figure, the trade of £444,877 being 28.28 per cent. below the previous year's figure of £620,304. This recession was due mainly to the reduced prices for copra and cocoa which ruled throughout the year. It is disappointing to note that, while cocoa exports increased from 1,253 tons to 1,647 tons, values decreased from £71,138 to £59,669.

Copra exports also declined both in tonnage and value, the value of the year's exports dropping from £199,747 to £103,529 and the tonnage from 13,340 tons to 11,241 tons.

Banana exports again increased, a record figure of 205,715 cases (7,347 tons) being shipped during the year, the value of the export being £77,143.

FINANCE.

An examination of the year's account discloses an excess of revenue over expenditure of £4,570. Particulars are given in Chapter VI, "Public Finance."

PERSONS OF PART-SAMOAN DESCENT.

Good progress has been made with the land settlement schemes to assist local-born persons. All the settlers on Aleisa East are now exporting bananas and are developing themselves into a homogeneous community with a growing sense of civic responsibility. With the opening-up of an additional 650 acres at Aleisa West a further twenty-two families have been settled. Five-acre lots are provided for the London Missionary Society and the Roman Catholic Mission as church and school sites.

It should be pointed out that none of the settlers is of Chinese-Samoan descent. Such persons, as mentioned in the last report, have a considerable affinity with the Samoan fundamentals of life, and the tendency is for them to be readily absorbed into Native life.

The settlers under the land-settlement scheme, however, are all of European-Samoan blood, and have been selected from over a hundred applicants from the European-Samoan portion of the community, of whom there are some 2,900 in the Territory. There are now 60 adults and 115 children resident on the settlements.

The question as to the assimilation of the European-Samoans would not appear to be to the point⁽³⁾. They are already an integral portion of the community who, because of their physical suitability to island conditions, are becoming an increasingly important factor in the Territory.

VISITS.

It was a matter of sincere disappointment to all sections of the community that a visit to Western Samoa by the Governor-General of New Zealand and Viscountess Galway, preparations for which were made for July, was postponed owing to an outbreak of measles in New Zealand. The Territory is looking forward with pleasurable anticipation to the prospect of the visit being realized during 1939.

The Governor of Fiji, Sir Harry Luke, K.C.M.G., paid a short visit to the Territory on his way from Tonga to Fiji.

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

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

POSTAL AND RADIO.

The Territory is served by two direct monthly vessels from New Zealand—m.v. "Matua," owned by the Union Steam Ship Co. 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 at least three connections with New Zealand and two with other parts of the world each four weeks.

The value of money-orders paid at Apia was £3,162 15s. 2d., a decrease of £771 10s. 3d. from last year's figure. Withdrawals from the Post Office Savings-bank exceeded deposits by £4,833 3s. The number of depositors as at the 31st March, 1939, was 2,648, and the amount held to their credit (including interest, £1,888 15s.) was £67,610 12s. 1d.

There were 9,274 radio messages handled. The net receipts totalled £1,773 16s. 4d.

(1) See minutes of thirty-fifth session of Permanent Mandates Commission, page 159.

(2) See report for 1937-38, pages 3 and 4, and also minutes of thirty-fifth session of Permanent Mandates Commission, page 157.

(3) See minutes of thirty-fifth session of Permanent Mandates Commission, page 162.

PARTICULARS OF NATIVE DEPOSITS⁽¹⁾.

There were at 31st March, 1939, 1,643 Native depositors in the Post Office Savings-bank, with an amount of £7,622 8s. 10d. to their credit.

LANDS AND SURVEY.

The survey staff has been engaged on special surveys and in endeavouring to overtake arrears, and in consequence the office work, consisting of the making and checking of plans, &c., has increased considerably.

During the year the Chief Surveyor, who had been with the Department for some years, was seconded to the New Zealand Service, and his place was taken by an officer from the New Zealand Service.

Through depleted staff there is still a large amount of survey work to be completed.

PUBLIC TRUST OFFICE.

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.

In past years the office of Public Trustee has been combined with that of the Crown Solicitor. It has been found expedient to change this method of control and to entrust the administration of the office to an official specially trained in Public Trustee work.

The revenue of the Office is derived mainly from interest on the invested portion of the accumulated profits 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).

Public Trust Office expenditure amounted to £490 2s. 4d., and revenue to £533 11s. 6d., leaving a net profit of £43 9s. 2d., being £8 15s. 2d. higher than the previous year.

The net profit is not very remunerative, but this is accounted for by the necessity for giving relief to mortgagors who have cocoa plantations and owners of other unsatisfactory mortgage securities which belong to the Common Fund.

The total amount of interest written off for accounting purposes during the year amounted to £292 13s. 9d. It is unlikely that any of this sum will be collected. This position is to be expected during the present period of low prices, and it is satisfactory to report even the small working profit mentioned above.

Funds invested amount to £9,572 19s. 6d. The Reserve Account remains at £505 18s. 5d., and is sufficient cover to provide for estimated losses on doubtful securities. The net income earned on investments amounted to £207 16s. 10d., compared with £475 4s. 8d. for the preceding year. The reduction is accounted for by the amount of interest written off, £292 13s. 9d., referred to in the previous paragraph.

The commission charged during the year for administration of estates amounted to £325 14s. 8d., and the earnings compare favourably with the volume of commission earned last year—namely, £187 6s. 7d.

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 continued to receive attention.

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.	
	1938.	1939.	1938.	1939.	1938.	1939.	1938.	1939.
Classified departmental staffs—								
Education	8	8	6	11	192	249	..	..
Health	16	16	3	3	108	120	..	..
Native Affairs	3	3	1	1	15	12	185	236*
Police and Prisons	7	6	2	3	51	49	..	..
Other services	25	26	24	25	32	28	..	..
Casual employees	59	59	36	43	398	458	185	236*
	3	4	43	44	24	30	..	..
Totals	62	63	79	87	422	488	185	236*

* This figure does not include the thirty-nine *Faipule*.

⁽¹⁾ See minutes of thirty-fifth session of Permanent Mandates Commission, page 164.

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 their qualifications.

VI.—PUBLIC FINANCE.

The accounts for the year show a nominal surplus of £4,570, as compared with £380 in the previous year, but the ultimate financial position was, as anticipated, less favourable.

Expenditure for commitments made during the year, totalling approximately £2,850, did not come to charge before the 31st March, so that the effective surplus was only £1,720, while it was not found possible to make any direct payment in redemption of debt or to set aside any amount for reserves as in the two previous years.

The Building Reserve set up in 1937–38 was drawn on to the extent of £5,674, and an amount of £27 held in suspense was written off during the year.

The accumulated surplus with reserve funds added now totals £48,931, held as shown below :—

	£
Cash	15,417
Investments and advances in Samoa	1,164
Investments in New Zealand	32,350
	<u>£48,931</u>

The total revenue for the year of £123,803, while £15,647 lower than in the previous year, has been exceeded on only five occasions since the year 1920–21.

The total expenditure of £119,233, while nominally £19,837 lower, is relatively higher by £2,013, as the expenditure in 1937–38 included £19,000 for reserves and debt redemption as against no expenditure on this item in 1938–39, and the commitments amounting to £2,850 referred to above were not brought to charge.

Produce prices were low throughout the year, with a resulting fall in revenue from export and import duties.

Little if any improvement can be expected in the coming year unless the present slight increase in the price of copra is maintained.

The total revenue and expenditure figures for the various Departments, with the corresponding figures for the previous year, are shown in the following statements :—

REVENUE.

Head of Revenue.	1937–38.	1938–39.
	£	£
I. Education	569	499
II. Health	12,224	12,750
III. Justice	908	804
IV. Lands and Survey	321	1,224
V. Native	497	431
VI. Police and Prisons	3,301	3,229
VII. Postal and Radio	9,758	8,267
VIII. Public Works	5,405	5,890
IX. Treasury, Customs, &c.	106,467	90,709
	<u>£139,450</u>	<u>£123,803</u>

The variations are explained as follows :—

Education.—Reduced sales of school books and stationery.

Health.—Increased sales of liquor.

Justice.—Reduction in amount of fines and of marriage fees collected.

Lands and Survey.—Special surveys for New Zealand Government and Aleisa Settlement.

Native.—Reduction in Court fees and water rates collected.

Police and Prisons.—Reduced sales of prison produce.

Postal and Radio.—Decrease in sales abroad of Samoan stamps, £1,240; and reduction in charges for radio messages, £400.

Public Works.—Increase in all items through extensions of hydro-electric services.

Treasury and Customs.—The principal decreases are—

	£	
Banana export duty	1,300	Reduction in rate.
Copra export duty	2,200	Decreased exports.
Import duty	14,600	Decreased imports.
Port and service tax	3,700	Decreased imports.
	<u>£21,800</u>	

Increase : Amount brought in from Building Reserve, £5,674.

EXPENDITURE.

Head of Expenditure.	1937-38.	1938-39.
	£	£
I. Debt charges	15,060	9,707
II. Administrator and Government House ..	2,655	2,155
III. Education	7,539	8,553
IV. Health	22,579	25,904
V. Justice, Labour, and Public Trust ..	3,236	3,318
VI. Lands and Survey	1,649	2,125
VII. Native	7,820	8,433
VIII. Police and Prisons	8,669	9,424
IX. Postal and Radio	6,360	7,031
X. Public Works	31,436	25,556
XI. Secretariat	9,491	9,025
XII. Treasury, Customs, &c.	23,661	8,769
	140,155	120,000
Less recoveries, Public Trust and Labour	1,085	767
	£139,070	£119,233

The variations are explained as follows:—

Permanent Charges on Public Debt.—No direct payment in reduction of debt, as against £5,500 in previous year.

Administrator and Government House.—General reduction of costs. Salary adjustment of approximately £300 in 1937-38 not required in 1938-39.

Education.—Salary payments increased by £1,763. Reduction in all other items.

Health.—Salary payments increased by £1,355. Increased purchase of stores and liquor, £1,226. Balance of increase due to additional general expenditure due to greater number of patients treated.

Justice, &c.—A full year's salary for the Chief Judge was paid, as against a portion of a year's salary in the previous year.

Lands and Survey.—Salary payments £273 greater. All other items increased on account of extra work done.

Native.—Salary payments £476 greater. Office expenses £177 greater.

Police and Prisons.—Salary payments reduced by £500. Increases: Purchase of fire-fighting plant £800, and rations £577. Latter due to exhaustion of prison plantations and increased ration scale.

Postal and Radio.—New power plant for radio station, £750.

Public Works:—

Main reductions—	£
Maintenance of bridges	300
Maintenance of buildings	945
Maintenance of roads	1,778
New buildings	1,547
New bridges	276
Plant and vehicle purchases	1,930
New roads	2,563
Sea-walls	250
Capital expenditure, hydro	278
	<u>£9,867</u>

Main increases—	£
Salaries	276
Sanitation	271
Storm damage, roads and bridges	2,984
Hydro: Stores purchases and installations	429
Hydro: Storm damage	381
	<u>£4,341</u>

Secretariat.—Land purchases were nil, as against £2,213 in 1937-38, and various small items charged in that year totalling £225 did not recur. Expenditure on defence, a new item, totalled £1,650. Fares to and from New Zealand increased by £331, and land-settlement expenses were £240 greater.

Treasury and Customs.—No amount was transferred to reserves, as against £13,500 in the previous year. Superannuation subsidies were £425 lower.

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
1938-39	123,803	119,233	+ 4,570	..	+ 4,570

* 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	Agri- culture.	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
1938-39	..	..	123,803	8,553	..	25,904	25,556

Total	£ ..	£ 204,200
Less amount of loan subsequently treated as a gift by New Zea- land Government (not in respect of any specific year) ..	25,000	
Less repayment of tem- porary advance ..	6,000	
Less repayment of prin- cipal—		
1928-29	8,000	
1932-33	26,155	
1933-34	3,000	
1934-35	4,335	
1936-37	9,770	
1937-38	9,745	
1938-39	4,855	
	96,860	
Public debt	£107,340	

* Correcting error in previous statements from 1932 onwards.

NOTE.—Expenditure on education and public health does not include expenditure on school and hospital buildings, which is included under the heading "Public Works."

LOAN ACCOUNT.

Loans to the amount of £4,855 were redeemed out of sinking fund, and the total public debt now stands at £107,340.

Referring to M. Rappard's inquiry⁽¹⁾ regarding permanent charges on the public debt, the following explanation is submitted:—

The payment of £11,331 in 1936-37 was made up of—

Payment to sinking fund	£	4,233
(²) Direct payment in redemption of debt	£	1,500
Interest	£	5,598
	<u>£11,331</u>	

The payment of £15,060 in 1937-38 was made up of—

Payment to sinking fund	£	4,249
(²) Direct payment in redemption of debt	£	5,500
Interest	£	5,311
	<u>£15,060</u>	

The repayment of principal in 1936-37 was made up of—

(³) Payment from sinking fund—	£	
1935-36	£	4,038
1936-37	£	4,232
Direct redemption of debt	£	1,500
	<u>£9,770</u>	

The repayment of principal in 1937-38 was made up of—

Payment from sinking fund, 1937-38.. .. .	£	4,245
Direct redemption of debt	£	5,500
	<u>£9,745</u>	

CUSTOMS AND TREASURY REVENUE.

Gross collections of revenue under the various Treasury and Customs headings amounted to £111,890 for the year, as compared with £126,318 in the previous year, a decrease of £14,428.

The receipts under the various headings for the two years are as follows:—

	1937-38.	1938-39.	Increase.	Decrease.
	£	£	£	£
Import duties (including port and service tax)	59,156	40,835	..	18,321
Export duties—	£	£		
Copra	18,721	16,515		
Cocoa	2,369	2,918		
Rubber	503	400		
Bananas	22,727	27,342		
	<u>44,320</u>	<u>47,175</u>	2,855	..
Shipping fees	3,719	3,606	..	113
Wharfage dues and royalties	3,469	3,101	..	368
Taxes and license fees	8,713	9,704	991	..
Miscellaneous	6,941	7,469	528	..
	<u>126,318</u>	<u>111,890</u>	<u>4,374</u>	<u>18,802</u>
				<u>4,374</u>
			Net decrease £14,428	
Less refunds (see below)	19,831	26,854		
Net collections	<u>£106,487</u>	<u>£85,036</u>		
Net decrease after making refunds of export duty			..	<u>£21,451</u>

(1) See minutes of thirty-fifth session of Permanent Mandates Commission, page 161.

(2) See paragraphs headed "Loan Account" on pages 8 and 9 of the report for the year ended 31st March, 1938.

(3) See footnote to table on page 9 of report for the year ended 31st March, 1937.

Refunds of Export Duty and Inspection Fees.

	1937-38.			1938-39.		
	Collections.	Refunds.	Net Duty.	Collections.	Refunds.	Net Duty.
	£	£	£	£	£	£
Copra	18,721	1,366	17,355	16,515	1,333	15,182
Cocoa	2,369	2,065	304	2,918	3,099	<i>Dr.</i> 181
Rubber	503	417	86	400	486	<i>Dr.</i> 86
Bananas	22,727	15,779	6,948	27,342	21,673	5,669
Inspection fees	2,494	204	2,290	3,012	263	2,749
	£46,814	£19,831	£26,983	£50,187	£26,854	£23,333

TAXATION AND LICENSING.

A comparative statement of taxes and license fees collected during the years 1937-38 and 1938-39 follows:—

	1937-38.	1938-39.	Increase.	Decrease.
	£	£	£	£
(a) Amusements tax	111	58	..	53
(b) Boat, launch, and lighter licenses	134	130	..	4
(c) Building tax	2,554	2,671	117	..
(d) Business and other license fees	2,761	3,461	700	..
(e) Personal tax	28*	..	..	28
(f) Salary tax	339	472	133	..
(g) Stamp duty	405	504	99	..
(h) Store tax	788	1,039	251	..
(i) Water rates	1,593	1,369	..	224
	£8,713	£9,704	1,300	309
	Less	..	309	..
	Net increase	..	£991	..

* Arrears only.

Amusements-tax and stamp duty were formerly included with business and other license fees.

ADMINISTRATION OF WESTERN SAMOA.

BALANCE-SHEET AS AT 31ST MARCH, 1939.

<i>Liabilities.</i>				<i>Assets.</i>			
	£	s.	d.		£	s.	d.
Capital Account	180,579	3	0	Land	..	..	31,008 19 9
Loans: Public Works general purposes	107,340	0	0	Roads and bridges	..	..	34,052 13 7
Sundry creditors: Ordinary	1,004	2	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	130,201	0	0
	30,000	0	0	Plant and machinery	40,051	11	9
Coolie Labour Account—				Launches, boats, &c.	2,524	1	9
Transportation Fund.. .. .	8,339	5	1	Buoys, beacons, moorings	1,317	17	3
Sundry creditors	1	18	4	Motor and other vehicles	3,552	8	4
	8,341	3	5	Arms and accoutrements	1,400	0	3
Post Office Savings-bank: Sundry				Fire-fighting appliances	1,217	17	9
depositors	..	..	67,616 12 1	Furniture and fittings	12,484	18	8
Sundry deposits—				Mechanical office appliances	823	13	0
Held in Treasury	5,451	13	3	Medical and technical instruments			
In departmental trust accounts	2,238	18	6	and equipment	3,067	2	7
	7,690	11	9	Libraries	767	0	4
Loans Sinking Fund	..	..	1 14 11		197,407	11	8
Reserve for writings-off in Suspense	..	..	346 17 0	Less depreciation	72,464	15	6
Vaisigano Bridge Replacement Reserve	..	..	5,000 0 0		124,942	16	2
Reserve for building programme, 1938-39	..	..	2,826 8 10		238,397	3	10
Carried forward	410,746	13	4	Carried forward	..	..	..

BALANCE-SHEET AS AT 31ST MARCH, 1939—*continued.*

Liabilities—continued.				Assets—continued.			
	£	s.	d.		£	s.	d.
Brought forward	410,746	13	4	Brought forward	238,397	3	10
Assets Replacement Reserve	12,000	0	0	Loose tools	906	1	2
Balance of revenue accounts	8,104	19	10	Saddlery and harness	231	5	5
				Live-stock	217	4	0
				Consumable stores	18,688	8	11
				Goods in transit	38	0	10
				Investments—	£	s.	d.
				New Zealand Government Public			
				Debt Sinking Fund	1	14	11
				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
				Vaisigano bridge replacement	5,000	0	0
				Mortgage over freehold property			
				in Samoa	356	16	4
				Deposits in Post Office Savings-			
				bank, Apia	563	17	8
				Cash in Deposit Account, New			
				Zealand Treasury: Reserve			
				for building programme,			
				1938-39	2,826	8	10
							68,098 17 9
				Coolie Labour Accounts—			
				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,			
				Apia	1,434	6	10
				Sundry debtors, £1,699 9s.;			
				less reserve for bad and			
				doubtful debts, £1,274			
				4s. 3d.	425	4	9
				Interest on investments			
				accrued but not due	42	4	4
							8,341 3 5
				Post Office Savings-bank—			
				Investments in New Zealand ..	67,031	0	0
				Cash in Bank of New Zealand,			
				Apia	585	12	1
							67,616 12 1
				Sundry debtors—			
				Ordinary	10,149	8	1
				Tulaele Farm deferred principal	140	5	0
					10,289	13	1
				Less reserve for bad and			
				doubtful debts	6,612	4	9
							3,677 8 4
				Advances—			
				Sundry	807	7	4
				Aleisa Land Settlement Scheme,			
				£3,295 13s. 2d.; less refunds,			
				£12 7s. 6d.	3,283	5	8
							4,090 13 0
				Payments in advance			
				Interest on investments accrued but not due ..	79	1	3
				Writings-off in Suspense	393	12	1
					346	17	0
				Cash and bank balances—	£	s.	d.
				Cash in hand, Apia	24	1	0
				Cash in hand, Resident Com-			
				missioner, Savaii	39	4	4
				Cash in Deposit Account, New			
				Zealand Treasury, £12,751			
				18s. 7d.; less building pro-			
				gramme as above, £2,826			
				8s. 10d.	9,925	9	9
				Bank of New Zealand, Apia,			
				£9,009 9s. 7d.; less Coolie			
				Labour Account above, £1,434			
				6s. 10d.	7,575	2	9
				Imprest Account, London ..	281	15	7
				Deposits held in departmental			
				trust accounts	2,238	18	6
					20,084	11	11
				Less remittances in transit ..	355	7	10
							19,729 4 1

VII.—DIRECT TAXES.

The principal direct taxes payable in the Territory are a graduated salary tax and a building tax, the receipts under these heads for the year under review and the previous year being set out below :—

	Received.	
	1937-38.	1938-39.
(a) Graduated salary tax, from £1 on £200-£300 to £30 over £1,500 ..	£ 339	£ 471
(b) Building tax, 1 per cent. per annum of capital value of European buildings	2,552	2,670

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 1938 were 78·949 per cent. of the value of exports, as compared with 76·004 per cent. in 1937.

IX.—TRADE.

The trade figures for the calendar year 1938 showed a decrease of 28·28 per cent. from those of 1937. The value of imports decreased by £71,596 and the exports by £103,831, the result being that the total trade figure of £444,877 was only some £14,600 above that of 1936. It would appear that the exceptional rise in total trade in 1937 was abnormal and could not be expected to be sustained.

The London price of copra maintained the steady decline which had characterized the end of the last calendar year, and at one stage reached the depressing depth of £8 15s. per ton. This price was not sufficiently attractive for Native production to be maintained, and consequently a considerably reduced crop was available for export, only 11,241 tons being shipped, as compared with 13,340 tons in 1937.

The ruling London market quotation for cocoa further declined from its figure of £40 per ton at the end of 1937. Rather ironically, there was a fine crop on the trees during the major part of 1938, with a record export of 1,647 tons. The financial yield, however, was reduced by £11,469. During January of 1939 rainfall of exceptional severity was experienced and ruined the major portion of the crop on the trees, whilst the accompanying floods in many cases washed out large areas of young replanted trees. It is certain that production for the coming year will be considerably affected by this setback.

The export of bananas proved to be a stabilizing and valuable factor in the economic situation. A record total of 205,715 cases (7,347 tons), of an f.o.b. value of £77,143, was shipped to New Zealand.

The quantity of rubber exported dropped to 49 tons (£3,293), as compared with 61 tons (£5,505) in 1937. The London market price during the year varied between 5½d. and 8½d. per pound.

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

Calendar Year.		Exports.						Imports.	Total Trade.	
		Copra.		Cocoa.		Bananas.		Total Value.		
		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	..	13,340	199,747	1,253	71,138	6,706	70,446	352,436	267,868	620,304
1938	..	11,241	103,529	1,647	59,699	7,347	77,143	248,605	196,272	444,877

The destinations of the three main exports during the year 1938 were as follows :—

Country.	Copra.	Cocoa.	Bananas.
	Tons.	Tons.	Tons.
United Kingdom	4,139	1,029	..
New Zealand	..	76	7,347
Australia	..	5	..
United States of America	2,150	293	..
European ports (exact destination unknown)	3,705	244	..
Holland	600	..	..
Mexico	647	..	..
Totals	11,241	1,647	7,347

IMPORTS.

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

Countries.	1936.		1937.		1938.	
	Value.	Percentage.	Value.	Percentage.	Value.	Percentage.
	£		£		£	
United Kingdom	31,165	18·66	42,365	15·82	29,897	15·23
New Zealand	53,218	31·86	71,396	26·65	58,815	29·96
Australia	27,530	16·48	40,857	15·25	28,141	14·34
United States of America	11,636	6·97	21,252	7·94	19,480	9·92
Japan	17,781	10·65	39,613	14·78	14,647	7·47
Other countries	25,690	15·38	52,385	19·56	45,292	23·08
Totals	167,020	100·00	267,868	100·00	196,272	100·00

The main items imported are as follows : Tobacco (10,556 lb.), drapery, hardware, iron and steel, benzine (238,050 gallons), and kerosene (66,829 gallons), butter, preserved fish, tinned meats, rice, sugar, provisions, soap, timber (1,176,795 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 1938."

EXPORTS.

Copra, cocoa, rubber, and bananas are also dealt with in the reports on Trade and Agriculture, pages 6 and 29 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 1938," and in the graphs appended to this report.

SHIPPING.

Overseas merchant shipping entering the Port of Apia :—

	Financial Year ended					
	31st March, 1938.			31st March, 1939.		
	British.	Other.	Total.	British.	Other.	Total.
Number of vessels	56	43	99	59	46	105
Tonnage, vessels	82,389	25,842	108,231	83,358	43,582	126,940
Tons cargo, inwards	10,715½	4,634	15,349½	9,134½	5,574½	14,708½
Tons cargo, outwards	21,241½	7,782¾	29,024½	20,510½	9,215¾	29,726

Two British and five American warships and two British yachts entered port during the year.

X.—JUDICIAL ORGANIZATION.

The Samoa Act, 1921, and the Native Land and Titles Protection Ordinance 1934 prescribe the judiciary for the Territory.

During the year a new Chief Judge for the Territory was appointed, and also a new Crown Solicitor. The Chief Judge has taken the High Court sittings except when presiding over sessions of the Land and Titles Court. At these times the High Court sittings have been taken by the Crown Solicitor as a Commissioner of the High Court.

In reply to M. van Asbeck's inquiry⁽¹⁾ relative to the training of the three associate Judges attached to the High Court in Apia, the following information is submitted :—

They were appointed in July, 1937, and are concerned only in cases in which Samoans are interested; they are advisors to the presiding Judge or Commissioner, and have no statutory powers.

They have proved to be of great assistance to the Chief Judge, being versed in Samoan customs and thought, and being also men of sound judgment and common-sense.

In the European sense they have no legal training, and in this direction they have to be guided by the Chief Judge, but their conclusions on fact are sound.

They received no preliminary training, but since their appointment have been given instruction by the Chief Judge on legal principles and on the duties and functions of judicial office.

The District Native Judges, whose appointment has been described in Chapter V under the heading "Native Affairs," are appointed pursuant to sections 64 and 67 of the Samoa Act. They exercise the jurisdiction of the High Court among Samoans only in Civil claims where the amount involved does not exceed £5, and in a considerable number of specified criminal offences, with power to impose fines not exceeding £5. They are not empowered to impose sentences of imprisonment. Appeals from their decisions may be taken, upon payment of a fee of 8s., by way of rehearing before a Judge or Commissioner.

The District Native Judges are also without judicial training in the European sense. Arrangements have been made for a Deputy Registrar of the High Court to visit them as frequently as possible for the purpose of supervising their work and affording them elementary instruction.

In its Civil jurisdiction the High Court recorded eighty-one judgments in 127 cases; thirty-eight were struck out. The total amount sued for was £3,041 16s. 9d. Eight divorces were granted.

The Native Land and Titles Court assembled in April-May and in November-December, for a total of forty-four sitting days, and dealt with twenty-eight matters, involving the attendance of 1,133 persons. The Court met also for four days in September to deal with three applications for rehearing (one granted) and to make one interim order. A further sitting in February-March of 1939 occupied twenty-six days to deal with seven matters, and 505 persons attended. The generally settled state of the Territory is believed to be the main cause of this increased activity, by reason of a number of long-standing disputes being brought forward now for settlement. Several of the disputes before the late 1938 sitting were adjourned to the early 1939 sitting, and thus are included twice. Three sittings appear in this report because of the overlappings of calendar and financial years. The third sitting above mentioned is actually the first of the sittings of the 1939 calendar year.

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

⁽¹⁾ See minutes of thirty-fifth session of Permanent Mandates Commission, page 163.

CRIMINAL OFFENCES IN THE PERIOD 1ST APRIL, 1938, TO 31ST MARCH, 1939.

Offences.	1937-38.	1938-39.												Increase.	Decrease.
	Offences reported.	Number arrested or summoned.				Convicted in High Court.				Dismissed or withdrawn.					
		Europeans.		Chinese.		Natives.		Europeans.		Chinese.		Natives.			
		M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.		
Misleading justice— Contempt of Court Escape from lawful custody Offences against morality— Adultery .. Abduction .. Carnal knowledge Rape .. Incest .. Attempted rape Offences against the person— Assault, common .. Assault, indecent .. Actual or grievous bodily harm Murder .. Manslaughter .. Attempted suicide .. Offences against the rights of property— Theft .. Trespass .. Wilful damage .. Unlawful entry of dwelling Burglary .. Breaking and entry .. Receiving stolen property .. Forgery .. False pretences .. Unlawful conversion .. Obstructing public place .. Polluting water .. Arson .. Police offences— Threatening behaviour Riding horses without reins Disorderly conduct .. Failing to clean roads Throwing stones .. Witchcraft .. Cruelty to animals .. Drunkenness .. Obstructing police ..	1 8 1 1 6 1 1 47 10 10 6 1 93 20 14 7 5 7 11 7 2 2 1 8 19 38 86 8 4 40 8 2	7 7 4 3 79 9 4 1 1 1 135 15 6 8 4 4 24 8 2 2 1 1 5 5 14 12 1 8 2 1 1 1 5 19 62 92 6 1 9 5	5 5 6 4 3 54 8 4 113 12 6 2 4 24 8 1 .. 												

XI.—POLICE AND PRISONS.

The total European strength (including one clerk) as at 31st March, 1939, was nine. The uniformed Native strength as at 31st March, 1939, was thirty-eight, exclusive of one Native clerk and ten messengers also under the control of the Inspector of Police.

The police post at Tuasivi, Savai'i, under the control of the Resident Commissioner, is the only outpost in the Territory.

PRISONS.

There were 72 prisoners in custody on 1st April, 1938. During the year 141 prisoners were admitted and 153 discharged, leaving a total of 60 in custody on 31st March, 1939.

GENERAL.

Warrants held for execution on the 1st April, 1938, were: For arrest, 1; for commitment, 9. On 31st March, 1939, the figures were: Arrest, nil; for commitment, 5.

XII.—DEFENCE OF THE TERRITORY.

Provision for the establishment of a Volunteer Force in Western Samoa was made by Order in Council (Samoa Local Defence Force Regulations 1939) which empowered the Administrator at his discretion to raise and maintain an armed Force to be used for the purposes of internal police and local defence. This force is now established.

XIII.—ARMS AND AMMUNITION.

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

Importations during 1938-39 were as follows :—

Arms—

Shotguns, 52.

Rifles, 10.

Revolvers, nil.

Ammunition—

Shot cartridges, 118,500.

Rifle cartridges (.22 calibre), 15,700.

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

The above importations were by private firms and do not include military arms and ammunition imported by the Administration for use in the training of police and for the Samoa Local Defence Force.

The following table gives the total of licensed firearms in the Territory as at 31st March, 1939 :—

—	European.	Samoa.	Total.
Revolvers	10	..	10
Rifles	52	..	52
Shotguns	193	592	785
	255	592	847

XIV.—SOCIAL CONDITION OF THE NATIVES.

Material security, which is the objective problem of more productively organized civilizations, is relatively no problem among the bulk of the Samoan population. The satisfaction and pleasure derived from achievement must therefore come from other fields of endeavour in Samoa largely by participation and recognition in the observances of social life.

Greater interest might be given to this chapter by quoting the observations of one who is a Polynesian himself⁽¹⁾, and who thus evaluates Samoan life :—

“The Samoan population lives in large well-organized villages. Except for the doing away with some of the highest ranks, corresponding to that of petty kings and provocative of war in grasping at power, the introduction of a foreign culture has made little fundamental difference to the basis of Samoan society. The hereditary titles of high chiefs and talking chiefs are still conferred and supported by the family groups entitled to them. These are not inherited by primogeniture on the male line, but are conferred by the group majority and hence lead to much political intrigue. The village *Fa'alupega* (order of rank prestige) is still jealously observed. Ancient customs connected with the drinking of kava, the distribution of food, the giving of fine mats, and much social ceremonial are still living factors in the life of the people and give pleasure and satisfaction. The pleasure derived from the exercise of Native institutions is perhaps the most important factor that has led to the persistence of Samoan customs and helped them to resist the disintegration that has taken place in other parts of Polynesia. The Samoans are thus more conservative than other branches of their race, and their satisfaction with themselves and their own institutions makes them less inclined to accept the changes that foreign Governments consider would be of benefit to them. Their viewpoint is bounded by their own immediate horizon. . . . The Samoans are self-contained.”

(1) Dr. P. H. Buck (Te Rangī Hiroa) in “Samoa Material Culture,” a Bulletin of the Bernice P. Bishop Museum, Honolulu.

The present policy and the law do not forbid the exercise and observance of any customs, except such as would interfere with security of life, health, or property. Samoan life away from Apia is occupied on matters in which questions of regulation by law rarely arise, but are of a social nature, actively ordered by a framework of custom and tradition, and so supplying a basis for the partial self-government of village units. Further reference to this system has been made in Chapter V, Native Affairs.

The Administration has noted the comment made by the Permanent Mandates Commission⁽¹⁾ on the subject of social ostracism, which is practised as a means of maintaining the authority of the Native chiefs and orators. In the ultimate resort it is the only power they have, apart from the authority of each individual chief or orator over those of his own family. Perhaps a more detailed description would elucidate study on this question. Upon any offence against social code or village rule, the village social authority—i.e., the group of all its *matai* (village chiefs and orators)—meets and imposes a “fine,” usually of home-grown foodstuffs, to be distributed among and consumed by the *matai*. In the majority of cases the “fine” is paid and both parties are satisfied, because authority for the one and harmonious relations for the other are both maintained. Perhaps the offender is also “banished”—required to leave his village for a time. In the interests of peace and their own future right to similar authority many offenders willingly obey such edicts at the present time, though compulsion is restrained by law. The final outcome is that after a time the offender, if he shows an apologetic demeanour, in which payment of his “fine” is an expected part, is readmitted to the social life of the village, but if he has sufficient strength of personality or justice in his cause others may join him, so that the village becomes split into two factions which, after a period of months or perhaps years, will inevitably sue for peace and become reconciled. Such affairs usually pass off with restraint and dignity on all sides. One is reminded that the weight of social judgments finds its victims, with justice or otherwise, not alone in Samoa.

XV.—LABOUR.

It has been stated in previous reports, and it is still true, that the Native Samoan environment provides little incentive for regular employment for wages.

At certain periods of the year, when, for example, financial contributions are required for social occasions, the Samoan realizes his need for money, but any such needs are temporary only and in general the desire to work continues only so long as the need exists.

In view of the unreliability of the supply of Native Samoan labour and of the decision to repatriate the remaining Chinese labourers at the end of 1940, an endeavour is being made to recruit suitable Polynesian labour from Niue and the Cook Islands.

In reply to the point raised by M. Palacios⁽²⁾ during the examination of the 1937–38 report, it may be stated that the *Mau* movement was in accord with the decision of the Mandatory Government to repatriate all Chinese labour. The reluctance of the Native Samoan to work on plantations, however, as had been stated by the accredited representative, could not be ascribed to any influence of the *Mau*, but to the inherent disinclination of the Samoan to undertake regular and prolonged work.

It is as yet too early to say whether the importation of other Polynesian labour will successfully meet the situation. There are indications that the initial lack of success of the first endeavour at recruitment from Niue may now be overcome as the labourers become accustomed to the conditions of work.

The *Mau-fou* has made no pronouncement on this subject. The Administration policy is to give full expression to the desire of the mandatory Government to provide an alternative Polynesian labour force, and to make necessary arrangements for safeguarding the interests of both the planters and the labourers.

In answer to Mr. Weaver's question⁽³⁾ regarding the number of Samoans employed in commerce, as domestic servants, &c., the number permanently so employed at the date of the 1936 census was approximately 260. In addition, there is a considerable amount of spasmodic employment such as stevedoring and casual contract work on plantations. The rates of pay and conditions vary. For instance, casual labourers employed at the Public Works Department and on shipping and copra handling receive 4s. a day. Domestic servants receive from £1 5s. to £3 per month with food and with or without quarters.

At the commencement of the year there were 326 Chinese coolies and 21 Chinese free settlers in the Territory. During the year there was one death, with the result that the Chinese population as at 31st March, 1939, was 346. The figure of 348 shown in the population statistics in Chapter XXIII includes two Chinese lepers at the Makogai Leper Station in Fiji.

XVI.—FREEDOM OF CONSCIENCE.

The Administration has noted the request of M. Palacios⁽⁴⁾ for more detailed information regarding the missionary societies operating in the Territory, and subscribes to the remark of the accredited representative to the effect that it was a little difficult for the compilers of the report to know what more to say.

Previous reports have outlined generally the number of missionary societies, the number of their adherents, the fact that each mission engages in education and some medical work among its people, that all Samoans profess Christianity, that there is complete freedom of conscience, and that the relations between the missions and the Administration, as well as between the missions and their adherents, are and always have been of a satisfactory character.

⁽¹⁾ See minutes of thirty-fifth session of Permanent Mandates Commission, page 166.

⁽²⁾ See minutes of thirty-fifth session of Permanent Mandates Commission, page 167.

⁽³⁾ See minutes of thirty-fifth session of Permanent Mandates Commission, page 167.

⁽⁴⁾ See minutes of thirty-fifth session of Permanent Mandates Commission, page 168.

Relations between the various denominations are marked in Samoa by a commendable and high measure of tolerance, so that the religious life of the people proceeds in general without giving rise to problems.

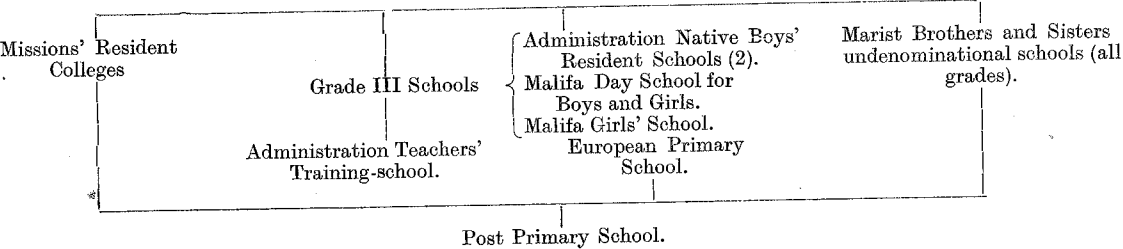
Other than this, however, it is difficult to know what further details of the missions should be supplied, and perhaps the Permanent Mandates Commission could indicate other particular lines upon which information is desired.

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).



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, which, of course, includes reading, writing, and arithmetic.

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, and, of course, reading, writing, and arithmetic.

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.	
											Boys.	Girls.
London Missionary Society	172	..	..	..	..	..	..	172	..	..	6,958	4,681
	..	6	..	..	..	..	..	..	..	8	183	..
	..	..	1	..	..	..	..	..	1	7	..	200
	..	..	..	1	..	..	..	..	..	4	107	28
Roman Catholic ..	172	6	1	1	..	..	..	172	1	19	7,248	4,907
	85	..	..	..	..	..	..	85	..	..	950	900
	..	2	..	..	..	..	..	..	1	5	155	..
	..	..	11	..	..	..	..	..	12	16	..	782
	..	..	..	..	..	1	..	..	6	1	477	..
	..	..	..	..	..	..	5	..	8	5	..	350
Methodist ..	85	2	11	..	..	1	5	85	27	27	1,582	2,032
	38	..	..	..	..	..	..	38	..	..	650	650
	..	5	..	..	..	..	..	..	2	9	142	..
	..	..	1	..	..	..	..	..	1	4	..	61
Latter-day Saints	38	5	1	..	..	..	..	38	3	13	792	711
	14	..	..	..	..	..	..	..	6	14	161	185
	..	..	..	..	2	..	..	..	4	11	59	48
Seventh Day Ad- ventist	14	..	..	..	2	..	..	..	10	25	220	233
	2	..	..	..	..	..	..	..	1	1	34	23
	..	1	..	..	..	..	..	..	1	2	38	..
	2	1	..	..	..	..	..	..	2	3	72	23
Totals ..	311	14	13	1	2	1	5	295	43	87	9,914	7,906
											17,820	

The following table shows the schools which come under the jurisdiction of the Administration :—

School.	Number.	School Population.	Teaching Staff.
Grade II	80	9,238	201
Grade III	4	1,229	43
Teachers' Training-school	1	50	1
European school	1	500	16
Post-primary school	1	26	1
	87	11,043	262
Native Inspectors, Grade II schools	..	..	5
Superintendent of Schools	..	..	1
	87	11,043	268

Quarterly Returns of the Attendances at the Main Administration Schools.

	First Quarter.			Second Quarter.			Third Quarter.			Last Quarter.		
	Boys.	Girls.	Average Attendance.	Boys.	Girls.	Average Attendance.	Boys.	Girls.	Average Attendance.	Boys.	Girls.	Average Attendance.
Ifi Ifi	233	211	392.97	231	208	383.0	234	204	386.5	259	218	390.10
Malifa	535	574	896.00	437	561	587.2	471	448	753.6	500	534	914.56
Avele	170	..	140.00	130	..	110.0	120	..	110.0	90	..	80.00
Vaipouli	83	2	75.65	84	..	72.5	66	..	60.0	30	..	30.00

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 eighty of these schools, with a total roll number of 9,238. The Samoan teaching staff numbers 201.

It is from these Grade II schools that the population for the Grade III schools comes. After passing a qualifying Entrance Examination the Grade II pupils are entitled to enter the Grade III schools.

Refresher Courses.—In order to maintain the standard of teachers out in the educational fields, a general refresher course for the whole of Western Samoa, refresher courses for each of the respective islands, and district refresher courses are held during the year.

ADMINISTRATION SCHOOLS.

Grade III Schools.

The Boys' Resident Schools at Avele (Upolu) and Vaipouli (Savai'i).—In these are to be found the best and the most highly qualified teachers. Entrance to these schools is by passing an Entrance Examination.

The standard of education that can be reached in these schools is equal to the standard reached in any elementary or primary European school.

The boys plant, harvest, and cook their own food, tropical agriculture being regarded as an important subject in the curriculum. Between them the schools have about 500 acres of land to cultivate.

The best boys graduating from these schools are usually trained to become teachers in Grade II schools.

Malifa Girls' School.—At the beginning of the school year 1938 this was opened, having been established expressly for senior girls, to provide a standard of education equivalent to that at the Boys' Resident Schools.

These girls will find employment as teachers, nurses, shop-assistants, &c. There are at present forty girls in this school, drawn from all parts of Samoa from the best pupils of the Grade II schools.

Malifa School.—This is a very large day school for boys and girls and has always been an educational centre, being ideally situated in so far as site is concerned.

The school is well managed by a competent staff. Pupils are drawn from it to form a Model School, and the Malifa School itself is used as a kind of Normal School where trainees can have further practice throughout the classes that form the school.

To prevent any likely confusion, it should perhaps be noted that the Malifa day school for boys and girls, the Malifa Girls' School, the Model School, and the Teachers' Training-school are all in the same grounds, known as the Malifa School grounds.

Ifi Ifi European School.

This is a well-managed European school whose former greatest attendance (in 1936) was 269. To-day there are 500 pupils on the roll, and the tendency is towards a further increase.

It may be mentioned here that only a live fence divides the Ifi Ifi European School from the large educational centre known as Malifa.

It will thus be seen that Ifi Ifi - Malifa is the focal point of the Samoan educational system.

To meet recent educational developments at both these centres additional buildings, sanitation, and staffing have been necessary.

Post-primary School.

The opening of the Post-primary School on 30th May, 1938, marked the introduction of secondary education into the Mandated Territory of Western Samoa. The school is situated on the Ifi Ifi School grounds.

Only the most highly qualified pupils from State and Church schools sit for the Entrance Examination, the passing of which is essential before attendance at the school.

The syllabus of instruction has been designed to meet the present requirements of Samoa at this particular stage of its educational development, and particularly the needs of boys and girls who were born in Samoa and who intend to live in Samoa.

At the present time there are twenty-six pupils at this school, seventeen being Native and nine European - Samoan.

The school is in the charge of a qualified teacher from New Zealand.

Teachers' Training-school.

The rapid development of education made a more comprehensive and effective system of teacher-training essential. For this reason a new system of training prospective Samoan teachers has been inaugurated.

Previously there were two training-schools, one on Savai'i, the other on Upolu, at which young teachers were trained by Native teachers. These centres have now been abolished, and substituted by a modern newly erected Teachers' Training-school under a qualified European principal who has had six years' experience in the Territory. There are fifty students in training, drawn from the most highly qualified young men and women from Administration and mission schools.

Model School.

Attached to the Training-school for purposes of practice in the art and technique of teaching is a Model School, a Native *fale* typical of the class of *fale* that Samoans have evolved throughout the ages and of the class of school-building that a young Native teacher will be sent out to take charge of on completion of the course of training. The equipment, classes, and everything in connection with the school will be the same as in a typical Grade II school.

It will be observed from this that the Administration is keenly desirous of providing capable fully qualified Native teachers to staff its Grade II schools, and hopes that the inaugural steps taken by the establishment of the Teachers' Training-school on proper lines will enable it to give qualitative expression to the desire of the mandatory Government for educational expansion.

The health of pupils through the school year has been normal. Doctors and Native medical practitioners, the dental officer, and the dental cadets visit schools frequently and render the same useful service that has been rendered in the past. Health Committees in the important villages and dispensaries situated through the islands also make their presence felt among the pupils.

In reply to Mlle. Dannevig's inquiry⁽¹⁾, it is stated that the German national, a native of Hamburg, was not a permanent resident of the Territory, but came to Western Samoa for the particular purpose of opening a German school.

XVIII.—LIQUOR AND DRUGS.

(Information in the form recommended by the Permanent Mandates Commission in the report of its Twenty-first Session.)

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

B. The judicial statistics in Chapter X show eight persons arrested or summoned during 1938-39 for breaches of the laws and regulations relating to liquor. All were convicted. Figures for preceding years were—

						Arrested or summoned.	Convicted.
1937-38	..	..	..	..	..	7	7
1936-37	..	..	..	..	..	13	11
1935-36	..	..	..	..	..	9	8

⁽¹⁾ See minutes of thirty-fifth session of Permanent Mandates Commission, page 169.

C. Spirits and alcoholic beverages imported during the financial year 1938-39 :—

—	Average Approximate Percentage Alcohol by Weight.*	Quantity imported, 1938-39.	Quantities issued under Medical Permits.		Countries of Origin.
			1937-38.	1938-39.	
Spirituuous liquors—		Gallons.	Gallons.	Gallons.	
Whisky ..	38.5 to 51.0	450	685½	561½	United Kingdom and Ireland.
Brandy	38.5 to 49.3	40	30	33⅙	France and Australia.
Gin	40.6	400	302⅞	351⅙	United Kingdom and Holland.
Rum	40.0 to 47.0	Nil.	Nil.	14½	Jamaica.
Others	..	6	Nil.	6½	France.
Alcoholic beverages—					
Port, sherry, and champagne	12.0 to 17.8	152	147½	163⅙	Australia and France.
Vermouth	5.5 to 10.0	60	31	32½	France and Italy.
Stout	5.5	180	124¼	152	United Kingdom.

* 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, 1921, 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, 250 gallons of wine; rectified spirits of wine for industrial purposes, 88 gallons.

D. Production within the Territory is prohibited by law.

E. Revenue derived from duties on importation, 1938-39 :—

Medicinal liquor (import duty, 17½ per cent. or 25 per cent.; and Port and Customs service tax, 5 per cent.)	£	s.	d.
Industrial liquor (import duty, 17½ per cent.; and Port and Customs service tax, 5 per cent.)	842	1	6
			Nil.

(NOTE.—No duty was payable under this head, as the 88 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	0	0
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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 no offences reported under the Samoa Dangerous Drugs Order 1930.

XIX.—HEALTH.

The staff consists of three European medical officers, twelve Native medical practitioners, one European dental officer, and a European bacteriologist and nursing staff consisting of a Matron and 7 European sisters, 26 Native nurses, and 65 trainees, the complete health service comprising 19 Europeans, 120 Native Samoans, and 1 Chinese dresser.

During the year two students completed their course of training at the Central Medical School, Suva, and returned to the Territory to take up their duties as full-time Native medical practitioners. Two new training classes were started during the year for Samoan nurses, the tutorial work being in the hands of a European nursing sister. There are now twenty-two fully trained Samoan nurses on the staff and forty-eight student nurses in various stages of training.

The baby-welfare work was extended by the opening of a further clinic at Satupa'itea, to serve a large area greatly in need of instruction in this important work. The assistance of this branch of the health services in spreading ante-natal and nursing information should be a valuable contributing factor in lowering the infantile-death rate. It will be noted with gratification that the infant-mortality rate again shows a reduction.

The year has been marked by the reorganization of the European ward of the Apia Hospital, extensive additions and alterations having been made, and a children's and a women's ward being established. The patient capacity of the ward is now twenty-eight.

During the year a new dispensary was opened at Sataua on land given for use by the village chiefs. This willingness to provide land for Administration use is indicative of the desire of the Samoans in the out-districts to have the benefits of medical services extended to them.

The European doctors and the Native medical practitioners are urging the Samoans in outlying districts to improve the sanitary facilities of the villages. Some villages are being provided with pit latrines, and in other villages material progress has been made in the establishment of sea latrines.

Three health booklets, dealing with baby-welfare work, sanitation, and school hygiene, printed in the English and Samoan languages, have been distributed free to the Women's Committees, *Pulenu'u*, and head teachers. A considerable number has also been made available to the mission societies for use in their institutions.

HOSPITALS AND DISPENSARIES.

Admissions to hospital—						1937.	1938.
Apia Hospital—							
Europeans	..	..	..	..	..	327	440
Samoans	..	..	..	..	..	853	1,215
Chinese	..	..	..	..	..	167	140
Melanesians	..	..	..	..	..	10	17
						1,357	1,812
Tuasivi Hospital						232	232
Aleipata Hospital						148	167
Total in-patients						1,737	2,211
Out-patients: Hospitals and dispensaries						15,832	24,417
Grand totals						17,569	26,628
Deaths in hospitals						58	81

The increase in the number of admissions to hospital and the increase in the number of out-patient treatments may be ascribed to an outbreak of malignant jaundice on the one hand, and to the greatly increased yaws injection treatments consequent on the abolition of fees on the other hand.

MAIN DISEASES.

Yaws.—The figure of 11,382 quoted in the last report was the number of injections given, and not the number of patients treated. The average number of injections given is three per patient, and in many cases more are required. For the year just completed the number of injections was 17,787—i.e., 5,929 cases treated. Greater numbers of patients are presenting themselves for treatment on account of former fees charged for those over fourteen years of age now being abolished. Yaws is now treated free as an infectious disease. Adults are particularly prone to the tertiary lesions, and many such have been treated during the year.

Enteric.—There has been a marked falling off in the number of cases of enteric treated at the Apia Hospital this year. Ninety-two cases have been notified, against 132 in 1937.

There have been no epidemic outbreaks in outlying villages.

Bronchial Catarrh.—An epidemic of a mild nature spread over the Territory in July. There were a few infantile pneumococcal complications, but the percentage of deaths was very small, the incidence subsiding as rapidly as it had arisen within five weeks of the outbreak.

Beri Beri.—There has been one case treated in hospital during the year.

Leprosy.—Seven patients suffering from this disease were sent to the Makogai Leper Station, Fiji, in October last after an intensive search for new cases, together with a re-examination of returned cases and of the relatives of lepers already at Makogai. One case has been subsequently revealed, and the patient is now segregated in the Apia Hospital.

Pulmonary Tuberculosis.—Treatment by artificial pneumothorax has been initiated, with good results. One *fale* is now kept in the Samoan end for these cases. Guinea-pig tests have been carried out with regard to the milk from the main town supplier, with negative results. The milk of the next biggest supplier is now being tested. There were seventy-nine cases of tuberculosis notified in the Territory during the year.

Jaundice.—Forty-two cases of catarrhal and fifty cases of malignant jaundice have been notified during the year, and whilst patients with the former type recover, the latter almost invariably proves fatal. Blood serum from one known recovered case of malignant jaundice has been forwarded to the Rockefeller Foundation, New York, and post-mortem specimens from several fatal cases have been sent to Fiji, also to the Rockefeller Foundation, and both serum and post-mortem specimens have been sent to the Wellcome Laboratory, London. It is hoped that some help in combating this disease will result. There was a strong suspicion that the disease might be leptospiral, but no spirochæte has ever been found, and the death rate is far too high for the disease to be so. No cases have occurred amongst the European or part-Samoan population, the disease being at present confined exclusively to full Samoans, and over a widely scattered area—ones and twos in odd villages from every district in both islands. There is little evidence of any infectiousness, the cases being so scattered. Further, there is also no conclusive evidence that the disease has any relationship to yaws, hookworm, or any of the other endemic diseases in the Territory. Reports from the Pasteur Institute in Paris suggest that it is possibly a new virus disease. The Pasteur Institute, the London School of Tropical Medicine,

the Rockefeller Foundation, and the New Zealand authorities, are displaying keen interest in this problem and have been supplied with all available material for research. These authorities are in continuous contact with the Administration, and no avenue is being left unexplored to discover the cause and a cure for the disease.

NATIVE MEDICAL PRACTITIONERS.

During the year 17,306 *fale* were visited and 1,912 village inspections carried out. Two students completed their course of study at Suva and returned to the Territory. Two cadets were sent to Suva to commence study. There are now twelve Native medical practitioners on the staff and six students receiving instruction at Suva. The Native medical practitioners in the out-districts are changed every six months and brought into Apia Hospital periodically in order to keep them keen and to maintain the standard of their work.

HEALTH IN PRISONS.

In reply to M. van Asbeck's inquiry⁽¹⁾ the following information is submitted :—

The health of prisoners is uniformly good, their sicknesses being of a minor nature only—sores, scabies, &c. The Chief Medical Officer and Chief Judge make a monthly inspection of prisons and gaols, when strict attention is paid to health conditions. Recently the diet scale for prisoners has been revised, with attention to a calorific balance. The prisoners show a marked improvement for the change, their appearance, health, and cleanliness being of a standard much higher than any group of men taken from any village.

WOMEN'S COMMITTEES.

The following details of the organization and work of the Women's Committees (now numbering 144) are given in reply to the question asked by Count de Penha Garcia⁽²⁾.

A Women's Committee consists of a President, usually a leading chief's or pastor's wife, and the wives of most of the chiefs and orators of the villages.

All Committees are visited once a month by a Native nurse who, in addition to her general training, has received special instruction in maternity and child-welfare work.

The instruction and subsequent work of the Women's Committees is along such lines as—

- (a) Care of the expectant mother.
- (b) Health of the nursing mother and the care and feeding of the child.
- (c) Weaning of babies.
- (d) Treatment of sores and infectious skin lesions.
- (e) Care of the mildly sick.
- (f) Village cleanliness and sanitation.

Where skin-diseases are found, the visiting nurse gives the Committee practical instruction in the treatment, and explains the necessity of subsequent continued treatment.

Many villages have now set aside a *fale* for the reception and care of the mildly sick, members of the Committee being deputed in turn to attend to them.

The district Native medical practitioner sometimes accompanies the nurse and give lectures to the Committees on hookworm dangers, the prevention of typhoid, early and prompt treatment of yaws, the advantages of adequate sanitary arrangements. If there is any possibility of an epidemic the Native medical practitioner will stress the desirability of imposing a quarantine. As mentioned in the last report, the Samoans are slow to grasp the necessity of such restrictions of their freedom of movement; but through the Women's Committees such an understanding and appreciation of medical exigencies is being inculcated.

DENTAL CLINIC.

The staff consists of one European dental officer and six Native dental cadets undergoing training. The cadets have worked well, and are proving themselves keen, efficient students, the standard of their practical work being good. They have completed the medical subjects in their course, and are now concentrating on dentistry. This training still occupies the majority of the time, but a certain amount of systematic preventive treatment for pupils attending the primer classes in Apia, urgent extractions for school-children, and treatment for Samoan in-patients is also being carried out.

In addition, dental-health education is being placed before the Samoans by means of articles, and talks to school-teachers, Native medical practitioners, and Native nurses. The essence of dental-health education is constant reiteration.

DENTAL SURVEY OF SCHOOL-CHILDREN FROM SAVAIA, LEFAGA, TO TIAVEA AND UAFATO.

In July, 1938, the dental officer visited this part of Upolu and made a study of the dental condition of the children. The results obtained were in close agreement with the findings as mentioned in the previous annual report—viz., that Samoan children from the outlying villages, not in close contact with the urban area of Apia, have a much lower percentage of dental disease.

⁽¹⁾ See minutes of thirty-fifth session of Permanent Mandates Commission, page 163.

⁽²⁾ See minutes of thirty-fifth session of Permanent Mandates Commission, page 169.

INFANT MORTALITY.
Deaths (Samoans) at Different Ages.

	Number of Deaths.			Percentage of Total Deaths.		
	1936.	1937.	1938.	1936.	1937.	1938.
Under 1 week	26	37	14	1·87	4·69	1·89
From 1 week to 1 month	24	15	19	1·72	1·90	2·57
From 1 month to 3 months	66	23	23	4·76	2·92	3·11
From 3 months to 6 months	120	40	34	8·65	5·08	4·60
From 6 months to 12 months	239	97	71	17·22	12·31	9·61
From 1 year to 2 years	271	78	71	19·53	9·90	9·61
From 2 years to 3 years	122	36	32	8·79	4·57	4·33
From 3 years to 4 years	70	33	20	5·04	4·19	2·71
From 4 years to 5 years	45	29	20	3·24	3·68	2·71
From 5 years to 10 years	74	60	49	5·33	7·62	6·63
Over 10 years	331	340	386	23·85	43·14	52·23
Totals	1,388	788	739	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	1933	114	1936	291·77
1926	106	1930	61	1934	104·8	1937	89·30
1927	101	1931	111	1935	97·0	1938	73·79
1928	58	1932	121				

It will be observed that the infant-mortality rate for 1938 is the lowest recorded for the past eight 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 1938 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.
1938.	In.	°F.	In.	Per Cent. (9 a.m.)	Hours.	Miles per Hour.
January	29·737	80·2	20·64	79	210·7	5·7
February	29·760	79·3	13·35	80	142·0	5·3
March	29·815	79·2	10·80	76	185·9	6·0
April	29·819	79·1	6·57	80	202·5*	4·1
May	29·836	78·5	8·79	79	210·5	6·4
June	29·872	79·0	3·73	79	236·3	7·0
July	29·890	79·8	5·86	76	290·8	9·7
August	29·891	78·7	5·26	79	254·7	9·8
September	29·896	79·0	2·13	72	297·6	8·3
October	29·899	79·0	8·04	73	288·8	6·4
November	29·765	77·9	33·35	84	99·4	5·9
December	29·791	79·6	20·94	80	237·5	7·9
Total	..	..	139·46	..	2,656·7	..
Mean	29·831	79·1	..	78	..	6·9

* One day missing.

Notes on Storms, 1938-39.

April, 1938.—Winds of gale force were experienced in the Cook Islands on the 5th and again on the 20th. They were associated with depressions, which moved southward over the Group.

November, 1938.—During the month a series of low-pressure systems moved along a trough of low pressure to the south of Samoa. On the 30th winds of gale force were experienced in the Cook Islands.

December, 1938.—A tropical cyclone was situated on the 20th to the north-west of Lautoka, Fiji, and moved in a south-south-east direction.

January, 1939.—On the 15th a depression was situated north-north-west of Vavau. The depression intensified and moved westerly over Fiji, and on the 20th recurved back over Fiji, finally moving away in a south-east direction. During this period strong winds of force 9 and 10 occurred in Fiji, whilst there was very heavy rain in Samoa, Fiji, and Tonga.

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 as trustee 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. Machinery exists for voluntary registration of Native land.

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. The Administrator may approve of a sale of Native land in the Apia town area or 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 of both the principal islands is completely covered with virgin native forest. The cultivated areas of the Territory are mostly coastal, the precipitous interior being literally untouched. There has not been any systematic appraisal of the forest areas, but it would not be an exaggeration to say that upwards of 500 square miles of country are bush clad.

As has been remarked previously, visiting representatives of milling interests have not been favourably impressed by the possibilities of the commercial exploitation of the native timbers⁽¹⁾.

During the recent opening-up of the areas for the land-settlement schemes a quantity of millable timber was felled, and a certain amount of it was utilized by a local company manufacturing wooden bowls, trays, occasional tables, &c.

The standing timber is of the usual type found in tropical countries, and includes *talie* (*Terminalia cattapa*), *tava*, *tamanu*, *mamala* (*Dysoxylon alliaceum meliaceae*), *fau* (*Hibiscus teliaceus malvaceae*), *malili*, and *moso'oi* (*Cananga odorata anonaceae*).

AGRICULTURE.

During the past ten years the circumstances of the Territory have not warranted the maintenance of a separate Department of Agriculture, the Administration being content to exercise a strict scrutiny of all export produce before shipment.

The services of agricultural experts are obtained as required for special investigations such as soil surveys, copra, cocoa, and banana diseases.

Mr. H. W. Simmonds, O.B.E., Entomologist, from Fiji, is at present making special investigations in Malaya, Mauritius, and East Africa with the object of obtaining suitable scolia wasps to combat the ravages in Western Samoa of the *oryctes rhinoceros* beetle.

The recent appointment of the *Pulefa'atoaga* (Plantation Inspectors) marks a step towards renewed activity along the lines of agricultural advice and technical assistance.

Copra is the staple product of the Territory: it is produced approximately 66 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 1935–38 averaged 12,524 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.
1935	..	..	..	..	..	12,501	10,500
1936	..	..	..	..	..	13,014	9,230
1937	..	..	..	..	..	13,340	10,273
1938	..	..	..	..	..	11,241	7,490

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 1935–38 averaged 1,135 tons per annum.

Bananas continue to be of considerable assistance to the Territory, and a record number of 205,715 cases was shipped during the calendar year 1938. Further information relating to this product will be found in the report on trade, Chapter IX.

As a result of complaints regarding the conduct of the banana-export business by the Inspector of Produce and his staff⁽²⁾, the complaints being first voiced by one of the Samoan members of the Legislative Council, the Acting Administrator ordered an inquiry to be held. The *Mau* organization

⁽¹⁾ See minutes of thirty-fifth session of Permanent Mandates Commission, page 170.

⁽²⁾ See minutes of thirty-fifth session of Permanent Mandates Commission, page 164.

issued circulars offering to assist, and assisted complainants in formulating their statements. Evidence was heard before a Commissioner of the High Court. The full evidence of the hearing was forwarded to the mandatory Government, and the subsequent finding, issued by the Hon. the Minister for External Affairs, completely exonerated the Produce Inspector and his staff from the charges made. The finding was published in the local press and in the *Savali*.

Of the banana shipments, two-thirds of the suppliers are Samoans and one-third Europeans (including part Samoans)⁽¹⁾. For an average shipment there would be approximately 1,050 Samoan suppliers.

Rubber (*Havea brazilienses*) is planted to some extent, though the area under cultivation is gradually being worked out. During the past year 49 tons, representing a value of £3,293, were exported.

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, 1939, are given in the following table:—

Designation.	As at 31st March, 1938.		Births.		Deaths.		Arrivals.		Departures.		As at 31st March, 1939.		Grand Totals.
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	
Europeans ..	258	139	3	..	3	..	181	98	165	99	274	138	412
Persons of part Samoan blood ..	1,439	1,331	118	84	4	4	84	106	112	135	1,525	1,382	2,907
Natives ..	27,433	26,727	1,116	989	425	328	699	459	631	481	28,192	27,366	55,558
Chinese labourers ..	328	..	..	..	1	..	..	..	..	..	327	..	327
Other Chinese ..	18	3	..	..	..	..	..	..	..	..	18	3	21
Melanesian labourers ..	82	1	..	..	2	..	..	..	..	..	80	1	81
	29,558	28,201	1,237	1,073	435	332	964	663	908	715	30,416	28,890	59,306
Totals ..	57,759		2,310		767		1,627		1,623		59,306		

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, 1939.	Total Increase or Decrease.
Europeans and persons of part Samoan blood ..	2,066	3,319	+ 1,253
Native Samoans ..	33,336	55,558	+ 22,222
Chinese labourers ..	1,290	327	— 963
Melanesian labourers ..	465	81	— 384
Other Chinese ..	*	21	+ 21
	37,157	59,306	+ 22,149

* Not recorded separately.

The last official census on the 4th November, 1936, revealed that there were 37 German nationals in the Territory and 499 persons of mixed blood who claimed German descent⁽²⁾.

XXIV.—PUBLIC WORKS.

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

Hospital.—New quarters were erected for the matron to make available additional accommodation at the hospital; extensive alterations, renovations, and additions were made to the European ward; a new building with washhouse and conveniences was erected for the Samoan nurses at Apia Hospital; extensive repairs were completed on several of the hospital buildings; a reinforced-concrete dispensary was erected at Sataua, Savai'i.

Education.—A new infant school was erected at Ifi Ifi European School; several new conveniences (including a new septic tank) were erected at Malifa and Ifi Ifi; good progress was made with the erection of a new Teachers' Training-school.

Necessary repairs were made to several residences of European officials.

Further alterations and additions were made to the buildings at Apia Observatory, and a new building with shower-rooms and conveniences was completed.

Disastrous storms in January, 1939, carried away several bridges and washed out many roads. Work is continuing on the urgent repairs to these communications, but it will be several months, at a cost of some thousands of pounds, before access is completely restored.

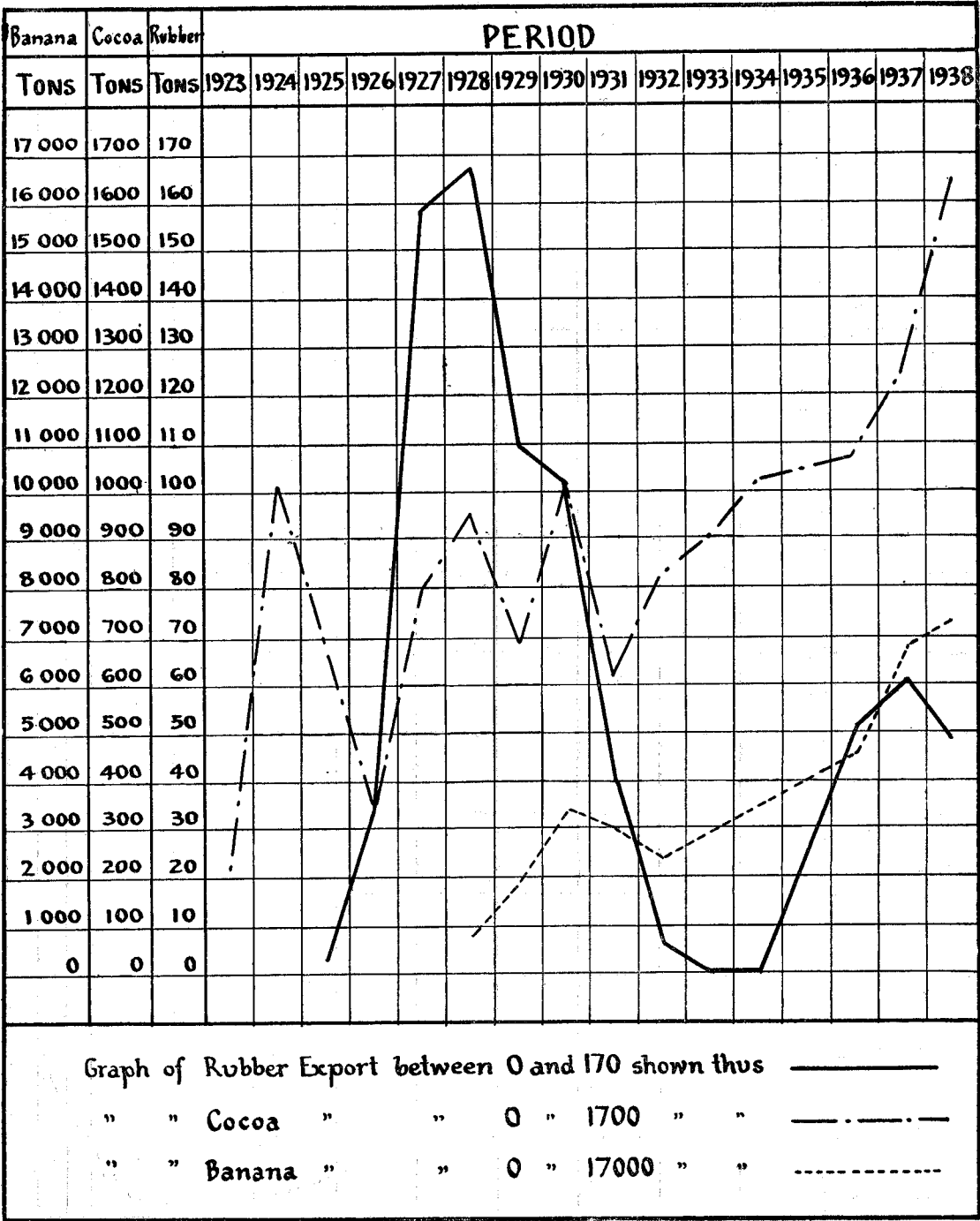
Repairs and replacements were carried out to the Customs Wharf at Apia.

The hydro-electric service suffered considerably from the storms, the power-house being flooded and long sections of the pipe-line being carried away. This damage has been repaired.

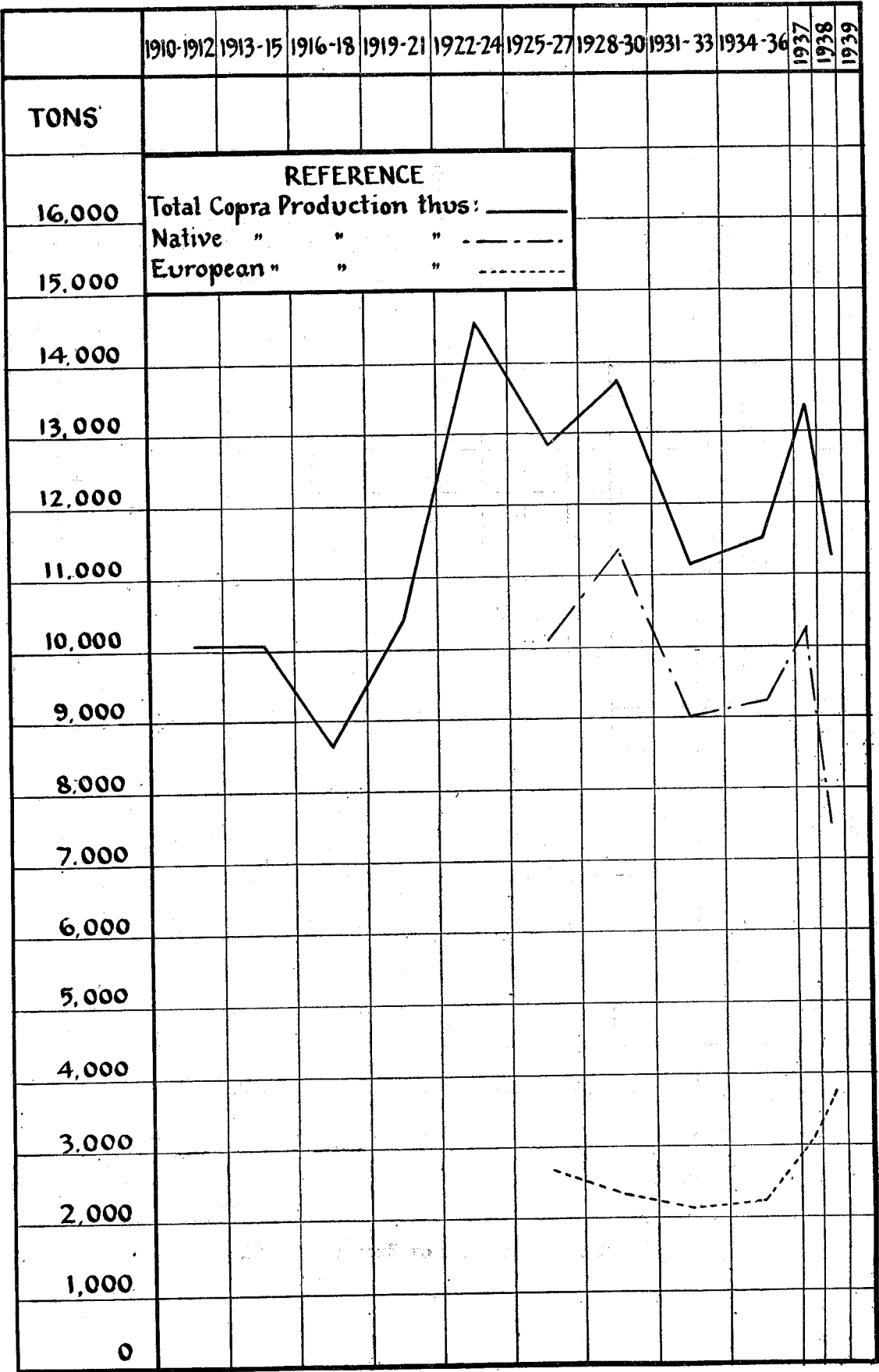
Parks, reserves, water-supplies, and sanitation were all the subject of attention during the year.

(1) See minutes of thirty-fifth session of Permanent Mandates Commission, page 164.

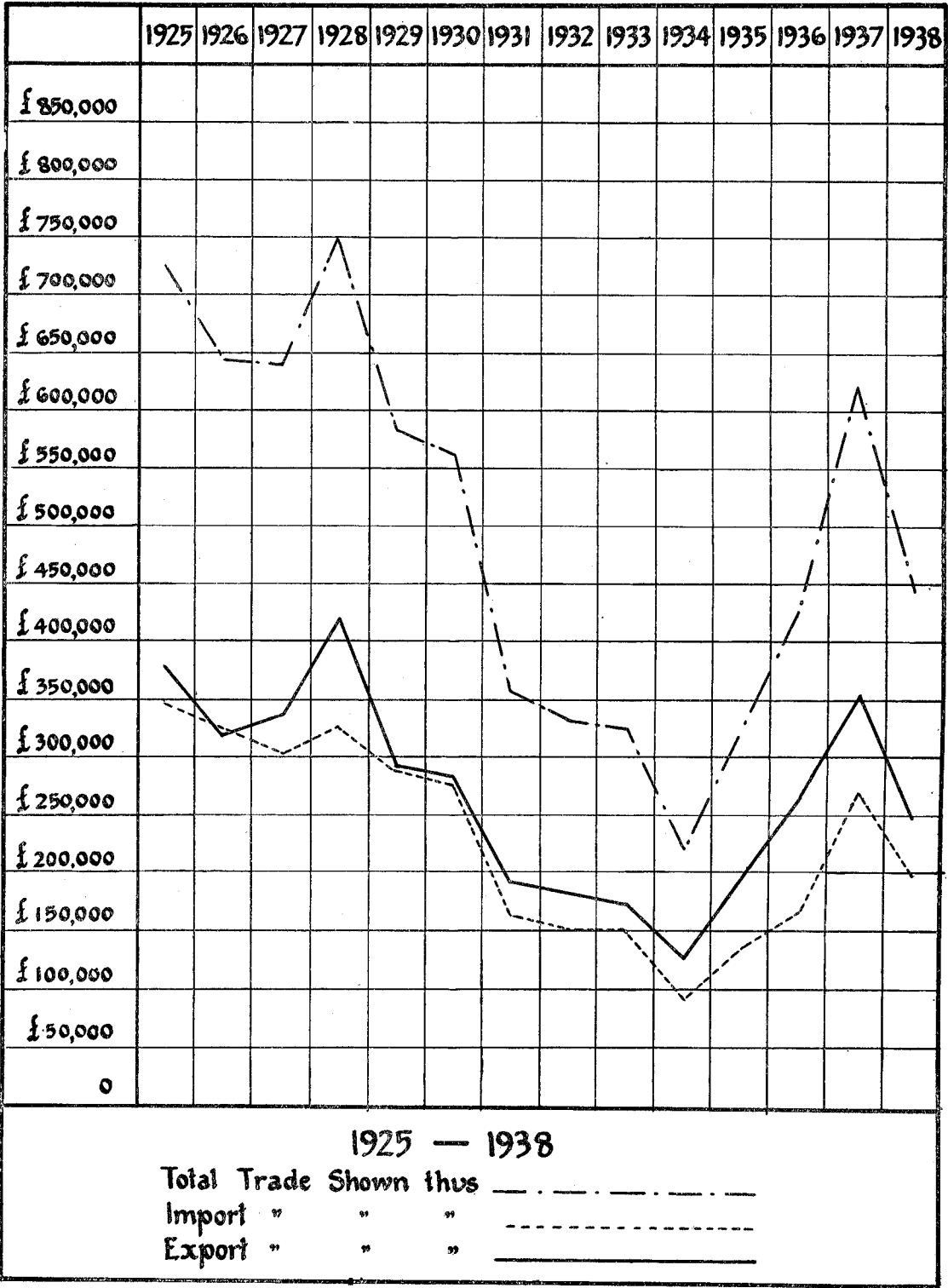
(2) See minutes of thirty-fifth session of Permanent Mandates Commission, page 160.



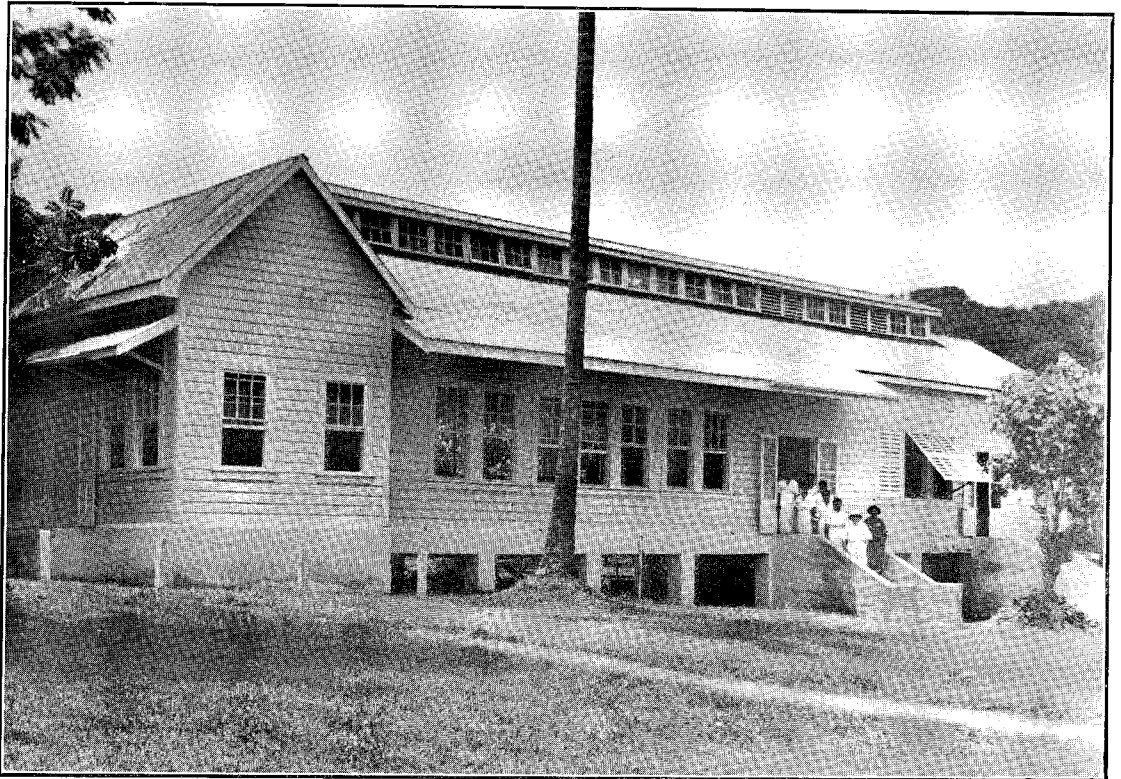
DETAILS OF QUANTITIES OF EXPORTS, 1923-38.



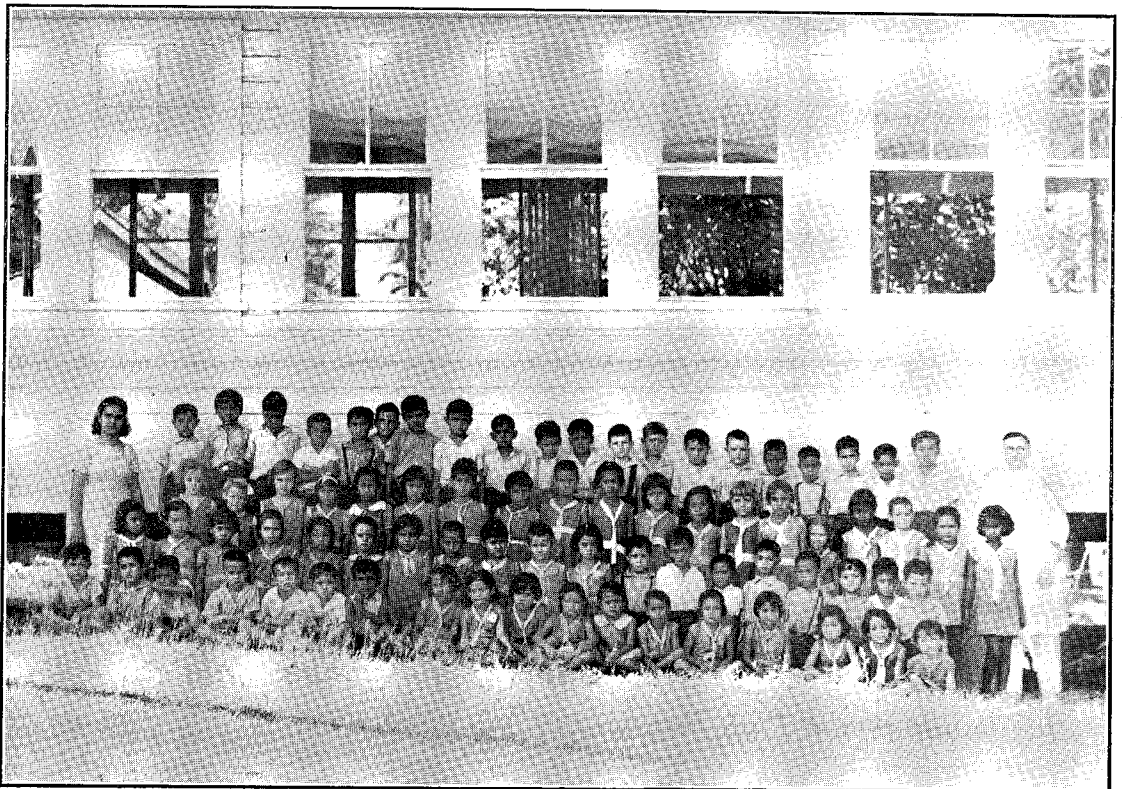
COPRA PRODUCTION, 1910-38.



VALUES OF IMPORTS, EXPORTS, AND TOTAL TRADE OF WESTERN SAMOA, 1925-38.



DENTAL CLINIC BUILDING: MR. WILLIAMS AND DENTAL CADETS ON THE STEPS.



GROUP OF CHILDREN RECEIVING PREVENTIVE TREATMENT AT THE CLINIC WITH THEIR TEACHER.
Note the Sliding Windows on the far Side allowing good Ventilation and Light for
Operative Work.

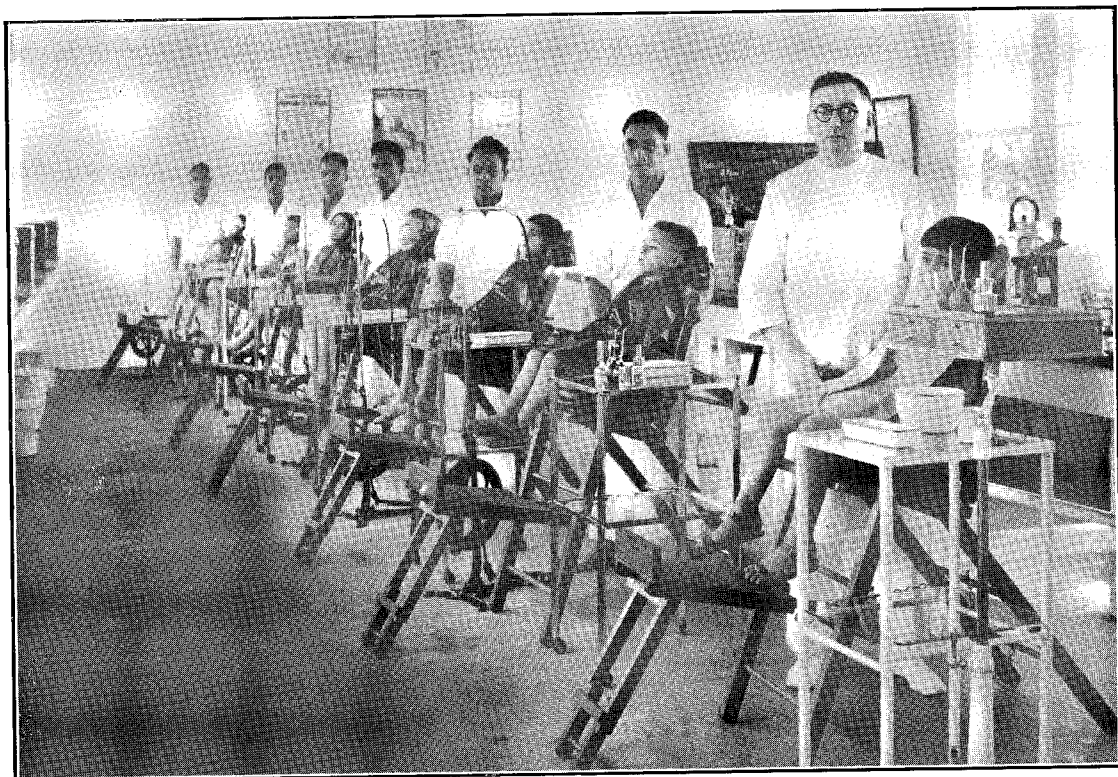
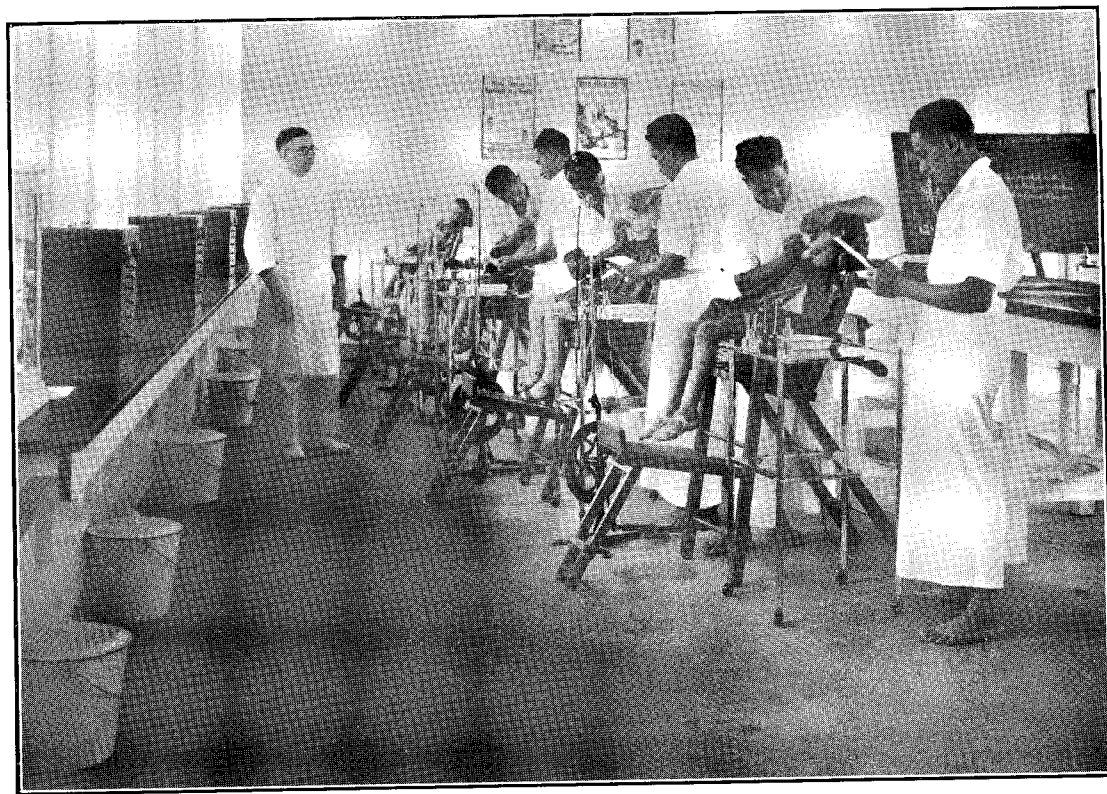
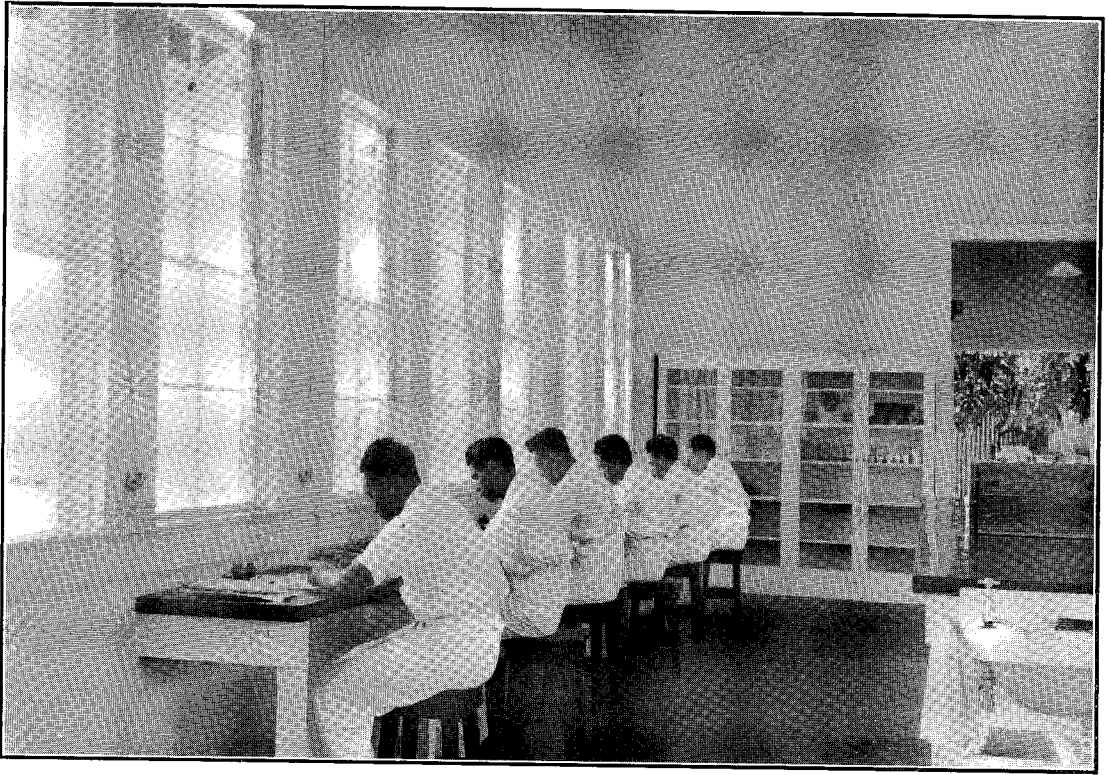


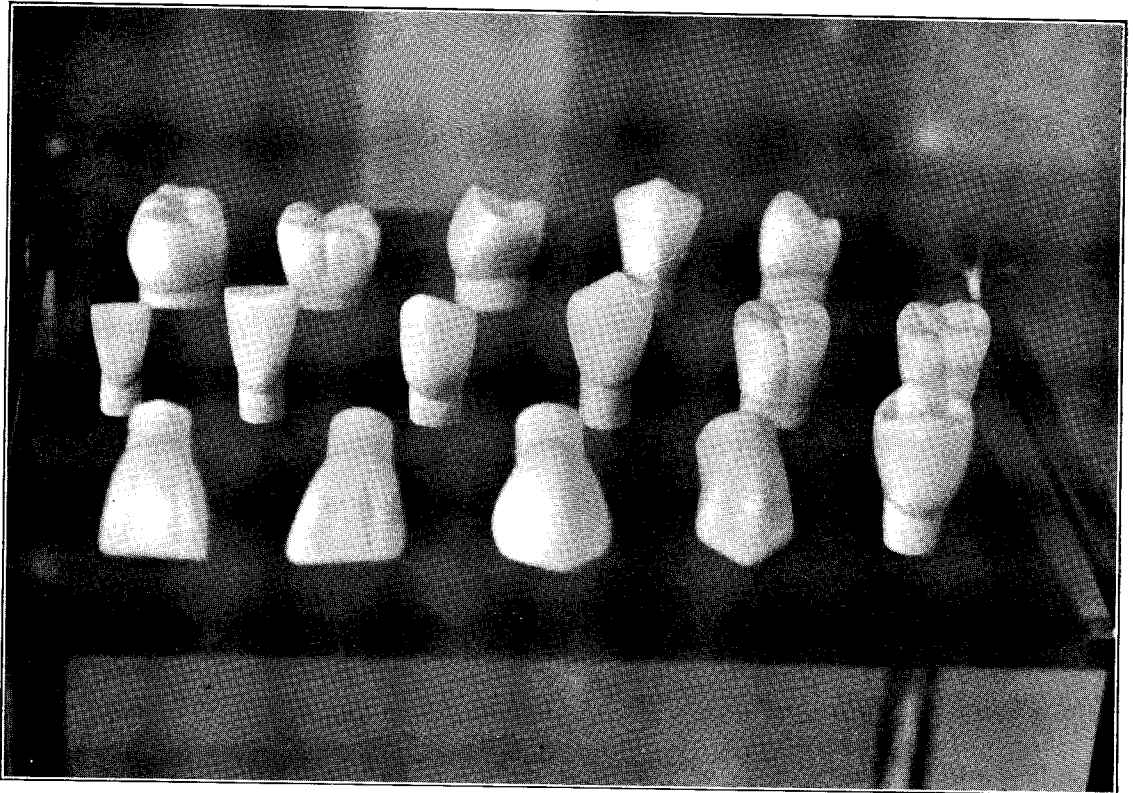
PHOTO SHOWING THE LAY-OUT ON THE SOUTH SIDE OF THE CLINIC.
STERILIZING BENCH BEHIND THE CHAIRS.



CADETS CHECKING PATIENTS ATTENDING FOR RE-EXAMINATION.



THE NORTH SIDE OF THE CLINIC DURING LECTURE.

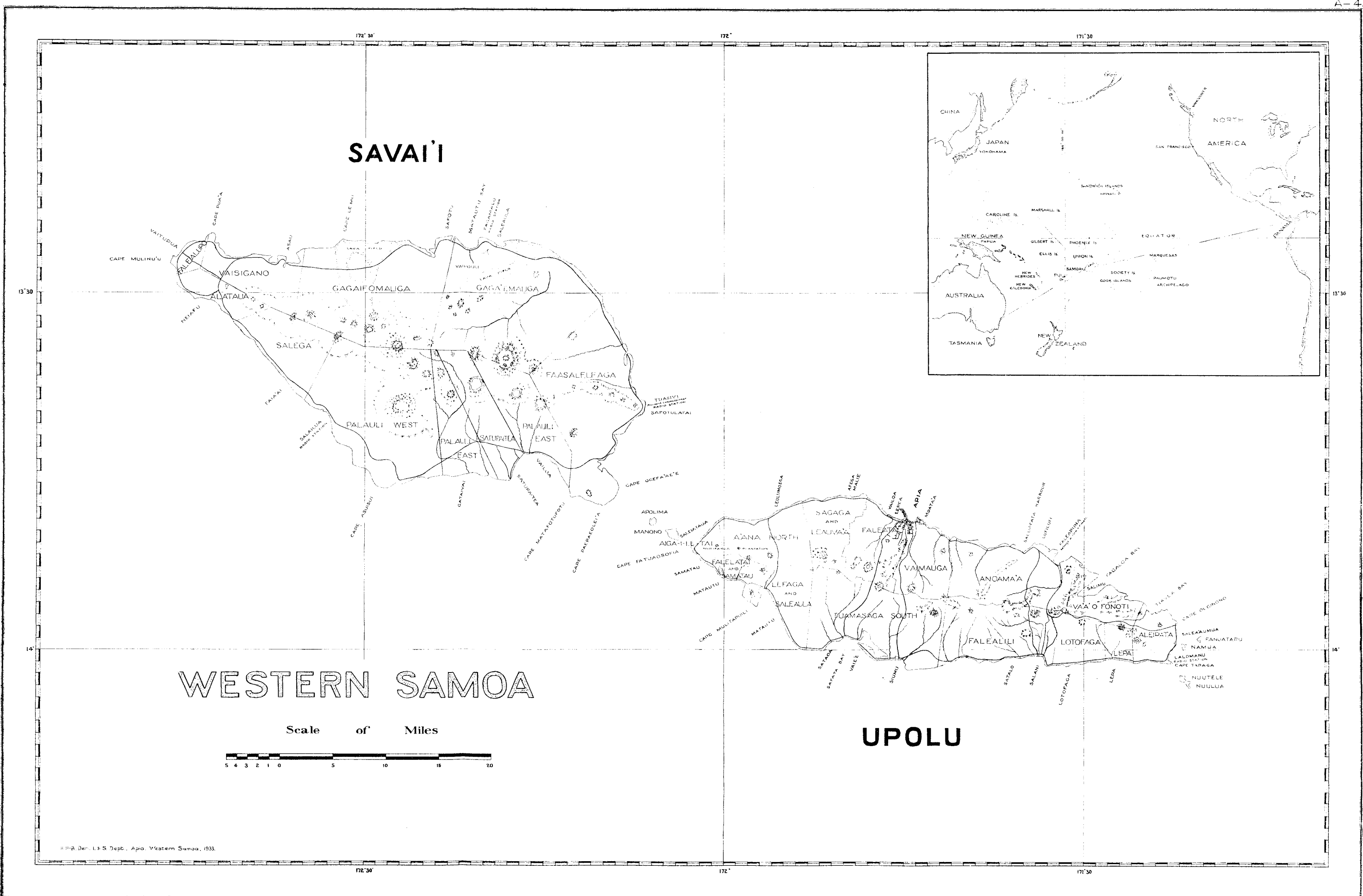


SOME OF THE TOOTH FORMS CARVED BY THE CADETS FROM PLASTER BLOCKS.

Approximate Cost of Paper.—Preparation, not given ; printing (1,220 copies, including maps and illustrations), £62 10s.

By Authority: E. V. PAUL, Government Printer, Wellington.—1939.

Price 1s. 3d.]



R.H.B. Dep. L.S. Dept., Apia, Western Samoa, 1933.

