

1922.
NEW ZEALAND.

MANDATED TERRITORY OF WESTERN SAMOA

(SECOND REPORT OF THE GOVERNMENT OF THE DOMINION OF NEW ZEALAND ON THE
ADMINISTRATION OF) FOR THE YEAR ENDED THE 31st MARCH, 1922.

Presented to both Houses of the General Assembly by Command of His Excellency.

MEMORANDUM FOR HIS EXCELLENCY THE GOVERNOR-GENERAL.

Prime Minister's Office, Wellington, 31st August, 1922.

THE Prime Minister presents his respectful compliments to His Excellency the Governor-General, and has the honour to forward for transmission to the Secretary-General of the League of Nations, Geneva, the Second Report of the Government of New Zealand on the Administration of the Mandated Territory of Western Samoa, together with the answers to questions in the special Questionnaire prepared by the Mandates Commission of the League of Nations, and copies of the Act, Orders in Council, and Ordinances referred to in the report.

W. F. MASSEY, Prime Minister.

MEMORANDUM FOR THE RIGHT HONOURABLE THE PRIME MINISTER.

Department of External Affairs, Wellington, N.Z., 3rd June, 1922.

I FORWARD herewith the second report on the administration of Western Samoa, which has been prepared by my direction, pursuant to Article 6 of the Mandate for ex-German Samoa.

Supplementary and attached to this report is the questionnaire which was prepared by the Special Mandates Commission of the League of Nations and forwarded to each Mandatory for guidance in the preparation of its reports, and the answers to the questions set forth therein.

E. P. LEE, Minister of External Affairs.

REPORT.

THE following report has been compiled from information and data furnished by the Permanent Heads of the several Departments concerned with the administration of the Territory.

MANDATE.

The full text of the Mandate has been published in Western Samoa in the English and Samoan languages.

LEGISLATION.

IN NEW ZEALAND.

The temporary provision made in 1920 by Orders in Council for the establishment of a Civil Constitution in the Mandated Territory in anticipation of the arrival of the Mandate was superseded by the Samoa Act, which was passed during the last session of the New Zealand Parliament. This legislation re-enacts, with some slight amendments, the provisions of the Samoa Constitution Order, 1920. In addition, the following Supplementary Orders have been passed :—

The Samoa Customs Amendment Order, 1922. (16th January, 1922.)

The Samoa Companies Order, 1922. (1st May, 1922.)

The Samoa Treasury Amendment Order, 1922. (10th April, 1922.)

Copies of the Act and of the Supplementary Orders have been forwarded to the Secretary-General of the League of Nations.

IN SAMOA.

During the year ended 31st March, 1922, the Legislative Council sat on thirteen occasions, and passed the following Ordinances :—

- No. 3, 1921 : The Fees and Costs of the High Court Ordinance.
- No. 4, 1921 : The Land for Quarantine Purposes Ordinance.
- No. 5, 1921 : The Vacant Titles Ordinance.
- No. 6, 1921 : The Census Ordinance.
- No. 7, 1921 : The Beetle Ordinance.
- No. 8, 1921 : The Hours for Shops Ordinance.
- No. 9, 1921 : The Beetle Ordinance Amendment Ordinance.
- No. 10, 1921 : The Time-expired Chinese Labour Ordinance.
- No. 11, 1921 : The Chinese Contract Labour Control Ordinance.
- No. 12, 1921 : The Samoan Marriages Ordinance.
- No. 13, 1921 : The Boat Traffic Ordinance.
- No. 14, 1921 : The Taxation, Licensing, and Revenue Ordinance.
- No. 15, 1921 : The Coroners Ordinance.
- No. 16, 1921 : The Surveyors Ordinance.
- No. 17, 1921 : The Land for Educational Purposes Ordinance.
- No. 18, 1921 : The Land for Water-supply Purposes Ordinance.
- No. 19, 1921 : The Samoa Health Ordinance.
- No. 20, 1921 : The Building Alignment Ordinance.
- No. 21, 1921 : The Building Alignment Ordinance Amendment Ordinance.
- No. 22, 1921 : The Births and Deaths Registration Amendment Ordinance.
- No. 23, 1921 : The Road Traffic Ordinance.
- No. 24, 1921 : The Arms Ordinance.
- No. 25, 1921 : The Permits Ordinance.

Copies of these Ordinances have been forwarded to the Secretary-General of the League of Nations.

DEPARTMENT OF HEALTH.

BOARD OF HEALTH.

The Board of Health was constituted for the effective administration of the Samoa Health Order, 1921, and held its first meeting on the 14th June, 1921. The Board met during the year on eleven occasions.

As was to be expected, during its initial stages the Board was occupied chiefly in the preparing of legislation and the formulating of machinery for the proper functioning of the Board and of the divisions of the Medical Department. The following regulations were passed by it: Regulations covering registration of births and deaths of Samoans; regulations for the purpose of preventing or checking the spread of infectious diseases; regulations for the sale of intoxicating liquor for medicinal purposes.

Other regulations have been drafted, and are under the consideration of the Board; and the Samoa Health Ordinance, 1921, passed by the Legislative Council as No. 19 of 1921, was promoted by the Board.

DIVISION OF CLINICAL MEDICINE AND HOSPITALS.

Samoa Nurses.—A marked improvement is noticeable in the stamp of Samoan girl applying for engagement as probationer at the Hospital, and the head of the principal Samoan Girls' School advises that the girls are asking to be specially taught with a view to becoming probationer nurses.

Samoa Cadets.—This scheme was inaugurated in August with four cadets. It is too early yet to say more than that these boys are enthusiastic in their work, and promise well for the future. The Chief Medical Officer is in communication with the heads of the various schools, with the idea of drawing our future students from these institutions.

Chinese Department.—Nominally there is accommodation for thirty-six patients, but for some time the average has been in the neighbourhood of sixty. It is possible that as the coolies ex "Ascot" become acclimatized the numbers may be reduced. Towards the end of this year arrangements were made with the Crown Estates to treat certain ailments on the plantations.

Pathological Department.—The laboratory building has been practically completed, but is not yet fully equipped. The work has been in charge of the Assistant Pathologist. Most of his time has been occupied in the examination of specimens for diagnostic purposes, and in this way he has been of great value to the Hospital.

Dispensary.—The former office and anteroom have been converted into a dispensary and store-room. This provides much-needed accommodation, and when it is provided with suitable fittings will be quite satisfactory.

Malagas.—During the year all parts of Western Samoa have been visited by medical officers. The reports on those journeys showed that the health of the islands generally was good.

Lepers.—There are eleven known lepers. It is expected that they will be removed in July to the well-equipped leper hospital maintained by the Government of Fiji at Makogai.

Buildings.—The mosquito-proofing of the European Hospital has been completed, and is greatly appreciated by all concerned. Six of the authorized new Native wards, although not quite completed, are sufficiently so to be usable, and are proving very valuable, although increasing the strain on the Sister in Charge, by adding to the number of buildings containing patients under her care. The isolation *fales* (Native houses) are nearing completion, but are not yet usable.

Special Diseases.—The four outstanding diseases are eye-diseases, yaws, ankylosis, filariasis, and so far as their effect on the life-history of the people is concerned the Chief Medical Officer puts them in that order. A considerable amount of discussion is going on, both here and in England, regarding the incidence and treatment of ankylosis and filariasis, but little attention is given to the other two, although they have been put first in importance. From the Samoans' point of view it is of the first importance that eye-diseases should receive special attention.

Attendances.—

	1921-22.	1920-21.
General attendances	6,072	1,140
European in-patients	190	158
Samoa in-patients	512	324
Chinese in-patients	641	388
Chinese out-patients	1,969	763
Major operations	144	110
Patients seen on malagas	1,936	..

DIVISION OF PUBLIC HYGIENE.

Administration.—The by-laws of the old municipality of Apia, and those of the former German Government of Western Samoa, were replaced by the Samoa Health Ordinance (No. 19, 1921), passed by the Legislative Council in November, 1921. This Ordinance is practically the same as the New Zealand Health Act, 1920, remodelled to suit local conditions.

Quarantine.—During the period from the 25th May, 1921 (on which date the Medical Officer of Health commenced duty as Port Health Officer) to the 31st March, 1922, seventy-eight visits were made to ships entering the Port of Apia from overseas. In no case was it found necessary to refuse pratique.

An analysis of the countries from which these ships sailed is given to indicate the extent of communications between Samoa and other countries: New Zealand (direct), 2; (via Tonga or Fiji), 13; New South Wales (direct), 2; (via Fiji), 2; Peru, 3; San Francisco, 4; Swain's Island, 4; Ellice Islands (via Pago Pago), 5; Honolulu (via Pago Pago), 1; (direct), 1; Tahiti (via Pago Pago), 1; New Caledonia (via Pago Pago), 1; Hong Kong, 1; Fiji, 1; Pago Pago, 37.

In August, 1921, influenza of a severe type was reported in Tonga, and in order to obviate the possibility of quarantine at Apia the monthly mail-steamer from New Zealand made the round trip via Fiji, Samoa, and Tonga every month, instead of making the alternate trip via Tonga, Samoa, and Fiji every second month. This was continued until Tonga was reported clear.

On the 6th October, 1921, the s.s. "Ascot," with 959 Chinese contract labourers, arrived from Hong Kong. Medical examination (carried out in association with three officers of the Clinical Division) resulted in the rejection of fourteen labourers.

In October, 1921, the Port of Sydney was reported as being infected with plague, and immediate steps were taken to prevent its introduction into Western Samoa.

The question of a new site for the quarantine station was discussed at the Faipules' *fono* in December, but was postponed for further discussion at the meeting to be held in June, 1922.

Water-supply.—The reticulation of the Town of Apia is now nearing completion. As a result of representations made by this Department, an Ordinance (the Land for Water-supply Purposes Ordinance, No. 18, 1921) was passed by the Legislative Council in October. This Ordinance provides for the conservation of the catchment area of the water-supply, an area comprising 4,573 acres of hilly country covered with forest. During times of heavy rain the water contains a considerable amount of suspended organic material, and it will be necessary to take steps to remove this before Apia will be assured of a satisfactory supply of water.

Sanitation.—Sanitation of Native villages is intimately bound up with the question of hookworm, and it is by attention to this disease that it is hoped to obtain satisfactory sanitary conditions in the various Native villages. The Rockefeller Foundation (International Health Board) is supplying the materials required for a hookworm campaign at cost price, and when these materials arrive the work will begin. Until the financial side of such a campaign is adequately provided for the work can only be carried out on a small scale.

Sale of Food and Drugs Act, 1908.—This Act was made applicable to Samoa in February, 1921.

Infectious Diseases.—In May, 1921, several cases of measles occurred in and around Apia, and in order to prevent, if possible, a sudden general outbreak the schools were closed, and all gatherings of Natives in Apia for the King's Birthday celebrations stopped. The result was that the disease, which fortunately was of a mild type, spread slowly, and caused very little uneasiness in the minds of the Samoans.

During the year under review only five cases of typhoid were reported, and four cases of encephalitis lethargica, all the latter occurring in February, 1922. None of these cases ended fatally.

Three cases of leprosy were reported.

In order to render it possible to exercise control over venereal diseases, the various diseases included in that category were declared by *Gazette* notice in November to be infectious diseases. Only one case was reported during the ensuing months of the year under review.

Beriberi.—Owing to the prevalence of this deficiency disease amongst the contract labourers, the Medical Officer of Health was requested to furnish a report on the conditions under which these labourers lived. As a result of the inquiries made, steps are now being taken to obtain rice which has not been deprived of its accessory food factor in the process of milling, and more attention is being paid to the provision of vegetable-gardens for the labourers.

Vital Statistics.—The system of registration of births and deaths of Samoans, introduced in 1905, is of little value, except in so far as the total increase or decrease in population is demonstrated. Very few Samoans know their ages accurately, and even in the case of children the parents have a very hazy idea of ages. In the returns furnished quarterly by the Native District Registrars the age is crudely indicated by the Samoan equivalent for "male baby," "boy," "man"; or "female baby," "girl," "woman." In order to obtain returns of more value, regulations providing for the registration of births and deaths of Samoans (Board of Health Regulations No. 3) have been made. These are based on the regulations in force in New Zealand for the registration of births and deaths of Maoris (*New Zealand Gazette* No. 24, 1913). Registration of the births and deaths of Samoans is in the hands of the Department of Native Affairs.

General.—Owing to no provision having been made on the estimates for the year 1921-22 for the Division of Public Hygiene, the work of this division has not been carried out to the extent anticipated. This has now been remedied, and the coming year should be one of considerable advancement.

EDUCATION.

THE GOVERNMENT SCHOOLS, IFI-IFI AND MALIFA.

Roll Number and Average Attendance.—So far as attendance is concerned, the rapid increase in the roll number has been maintained, until now the accommodation of both schools is taxed to its utmost. The following figures bear witness to this statement:—

	First Term.			Second Term.			Third Term.		
	Boys.	Girls.	Total.	Boys.	Girls.	Total.	Boys.	Girls.	Total.
Number on roll of combined schools at end of term	128	117	245	121	120	241	172	124	296
Average attendance	97.7	91	188.7	100	100	200	..	..	267*
Average roll number—									
Ifi-Ifi School	78	83	161	81	91	172	90	89	179
Malifa School	47	28	75	40	29	69	82	35	117
			236			241			296

* Equal to 90 per cent. of the average weekly roll.

The increase in the average attendance for the third term to 267 was sufficient to raise the grade of the school to that of a Grade VA school.

The roll number of the combined schools at the end of 1920 was 197. The roll number at the end of 1921, as shown above, was 296, an increase of 99 during the year.

Extra Accommodation required.—The figures given above show that the accommodation at Ifi-Ifi is taxed almost to its utmost. The roll number at the end of the term was 179. That means an average of forty-five per room, which is quite as many as should be accommodated in the rooms. What it means in actual practice is that one or two rooms are considerably overcrowded. A like problem faces us at Malifa. Under present conditions the District School for Upolu is located at Malifa. Further accommodation is urgently needed, otherwise some of the children in attendance

last term will have to be sent away, a regrettable contingency and a retrograde step. The school resumed work after the Christmas holidays on Thursday, 16th February. The numbers seeking to gain admittance accentuated the demand for extra accommodation.

Hours of Attendance.—The hours of attendance for both schools remained the same for 1921 as for 1920, but in the month of March this year a change was initiated so far as the Ifi-Ifi School is concerned. Instead of school, morning and afternoon, for five days in the week, a morning session on six days of the week is to be tried, the hours being from 8 to 12.15 for the Upper Division, and from 8 to 11.30 for the Lower Division. This permits the children, many of whom travel considerable distances to school, to commence in the cool of the early morning, and obviates the necessity of spending a long luncheon-hour in the heat of the day for the sake of a short afternoon session.

Subjects of Instruction.—The subjects of instruction have remained much the same, but an effort has been made to bring in more history and geography into the work of the Upper Division of the Ifi-Ifi School, and at Malifa more drawing as well as crayon-work, elementary designing, brushwork, and plasticene. A carpentry class has been held during the year for the upper boys of both the Ifi-Ifi and Malifa Schools. A really successful year's work has been accomplished. Some teachers have done particularly well. At Ifi-Ifi especially the work has been advanced an important stage.

Examination for Proficiency Certificates, N.Z. Junior National Scholarship Examination.—In accordance with arrangements made with the New Zealand Education Department, an examination for the New Zealand proficiency certificate was held, and, further, candidates were allowed to sit for the New Zealand Junior National Scholarship Examination in order to be given a chance to qualify for free places on the results of that examination. The results in both cases were particularly gratifying. Five pupils of the Sixth Standard succeeded in gaining the proficiency certificate, and two candidates qualified for free places on the results of the Junior National Scholarship Examination, securing each between 400 and 500 marks. These results are a sufficient index to the work that is being done at the school.

Specimens of School-work sent to New Zealand.—At the request of the Minister of External Affairs, specimens of school-work from the Ifi-Ifi and Malifa Schools were sent to New Zealand for exhibition at various shows, such as pastoral and agricultural shows. The reports received show that the work has been most favourably received and commented on, the judges in several instances having remarked that the work shown compares very favourably with the work done in New Zealand schools—and, indeed, in some respects more than favourably.

School Buildings, Furniture, &c.—During the course of the year, at intervals, a Native carpenter from the Public Works Department has been sent to affect repairs to the school-buildings and furniture generally. During the Christmas holidays the interiors of the buildings were all renovated and the desks thoroughly cleaned. Fences, too, have been repaired, so that so far as possible everything has been kept in a state of good repair.

School Libraries.—The library at the Ifi-Ifi School still continues to be well used. During the year over one hundred additional books have been purchased and added to the libraries.

Outside Activities.—The outside activities of the school in its various phases—the school band, the Boy Scout troops, and sports—have been well maintained. Concrete cricket-pitches have been provided both at the Ifi-Ifi and at the Malifa Schools.

New Food-plots.—Ground has been secured for the growing of taro and other Native foods for the Malifa School boys living in the compound.

EDUCATION OFFICE.

The Department has been finally located in the Courthouse buildings, arrangements having been made for an Education Office there.

SPECIAL CLASSES.

The special classes in English (for Samoans and others), and in Samoan for white people, which had so auspicious a beginning, were carried on during the course of the year—the English classes until November, and the Samoan until the end of the year. The Samoan class particularly was most successful. Difficulties arose at the beginning of this school-year in reference to the carrying-on of both classes, more particularly as regards the class in the Samoan language and customs. But these difficulties have been overcome, and both classes will be again in operation during the month of May. The Department has succeeded in obtaining the services of Rev. A. Hough, and also of Miss Small, of the London Missionary Society, for the classes in Samoan, and a most successful term of work is assured.

DISTRICT SCHOOLS FOR SAVAII AND UPOLU.

Last year's report made mention of the fact that a suggestion had been put forward to the effect that the New Zealand Government Vaipouli Estate, Savaii, should be taken over as a school reserve. This suggestion has been acted on, and the necessary steps have been taken for the establishment on the estate of a district school for Savaii. Arrangements have been made for the opening of the school on the 9th May. It is proposed to accommodate at first seventy pupils.

The district school for Upolu will be temporarily housed at Malifa. The boys have been in large part already chosen, and will enter the school almost immediately. The number in attendance will be at first as in the case of Vaipouli School—seventy.

SCHOLARSHIP SCHEME.

In further pursuance of the provisional education scheme of 1920, four Samoan boys, one from the London Missionary Society schools, one from the Methodist schools, and two from the Government schools, have been chosen as scholarship-holders, and left by the February steamer for New Zealand, to attend St. Stephen's School for Maori Boys, Parnell, Auckland, for a period of three years.

OUTSIDE EXAMINATIONS.

The Department has been made the centre for the holding of various outside examinations, departmental, university, accountancy, &c. Last year examinations in all three branches were carried through and supervised by the Department. This is an important fact, for it means that officers of the Administration and others desirous of continuing their studies know that, if they wish, the necessary examination can be held here.

SECRETARIAT.

During the past year a Secretariat has been organized to carry out the duties previously performed by the Department of the Secretary to the Administrator, and, in addition, to relieve the Administrator of a considerable amount of administrative detail, which, prior to the establishment of the Secretariat, had occupied a large amount of his time. This release has enabled the Administrator to devote more attention to the larger duties pertaining to his position.

The Secretariat is responsible for the co-ordination of the various services of the Administration, and in addition carries out secretarial duties to the Legislative Council and the Board of Health.

Careful attention has been given to the question of staffing, and with the completion of the organizing-work consequent upon the initiation of Civil administration, despite increases of staff in the Medical and Education Departments, rendered necessary by improved services to the inhabitants of the Mandated Territory by those Departments, the return of staff rendered with this report shows a decrease of fifteen as compared with the return attached to the last annual report. The decrease in staff during the year has been even greater than would appear from the return, for the reason that subsequent to the last report being compiled an addition of three officers was made in the Police Department, whilst the services of an officer trained in the Hong Kong Government Service have been made available temporarily to the Chinese Department.

By a reorganization the Stores Department, with its separate staff, has been abolished, and its purely stores functions are now adequately met by utilizing the existing organizations in the Public Works and Crown Estates Departments. The control and safeguarding of public moneys in the indenting and purchasing of stores is placed in the hands of a Supplies Purchase Officer attached to the Treasury, and his duties also include the auditing of the various Departments' Stores Accounts.

The Labour Department has been abolished, and the officer who previously filled the position of Labour Agent has now been attached to the Secretariat, where he is responsible for the billeting arrangements for the Administration staff, including furnishing of offices and quarters. The Billeting Officer meets all new officers on their arrival in Apia, and sees them safely established in their new quarters. In addition he carries out periodical inspections to ensure that all Administrative property is being properly protected. The Billeting Officer also acts as a relieving officer to the Treasury and Customs Departments, and has now also been placed in charge of the clearing of Government lands in and around Apia.

The following is a return of the European classified staff as at the 31st March, 1922, showing also the staff as at date of last annual report :—

Department.	Staff as at last Annual Report.	Staff as at 31st March, 1922.	Department.	Staff as at last Annual Report.	Staff as at 31st March, 1922.
Administrator's	Administrator A.D.C.	Administrator. A.D.C.	Education ..	Director Master Asst. Master Asst. Teacher Asst. Teacher Asst. Teacher Organizing Teacher Organizing Teacher	Director. Headmaster. Headmaster, District School. Mistress. Asst. Master. Asst. Teacher. Asst. Teacher. Asst. Teacher. Organizing Teacher.
Number ..	2	2	Number ..	8	9
Secretariat ..	Secretary Asst. Secretary Clerk Typist Typist Typist	Secretary. Asst. Secretary. Clerk. Typist. Typist. Billeting and Relieving Officer.	Justice ..	Chief Judge Crown Solicitor Asst. Crown Solicitor Registrar, High Court Registrar, Lands	Chief Judge. Crown Solicitor. Asst. Crown Solicitor and Registrar of Court and Lands.
Number ..	6	6	Number ..	5	3
Agriculture ..	Director Clerk Farm-manager Inspector Inspector Inspector	Director. Clerk. Inspector. Inspector. Inspector.	Lands and Survey	Chief Surveyor (included in Native Dept.) Chief Draughtsman Field Surveyor Asst. Surveyor Asst. Surveyor	Chief Surveyor. Field Surveyor. Computing Draughtsman. Asst Surveyor. Asst. Surveyor.
Number ..	6	5	Number ..	4	5
Chinese ..	Commissioner Asst. Commissioner	Commissioner. Asst. Commissioner.			
Number ..	2	2			
Customs and Harbour	Collector Exam. Officer Clerk Clerk Fumigation Officer Harbourmaster	Collector. Exam. Officer. First Clerk. Clerk. Fumigation Officer. Harbourmaster.			
Number ..	6	6			

Department.	Staff as at last Annual Report.	Staff as at 31st March, 1922.	Department.	Staff as at last Annual Report.	Staff as at 21st March, 1922.
Public Works ..	Engineer in Charge Engineer Cadet Draughtsman Chief Clerk Clerk and Ledger-keeper Storeman Buildings Overseer Buildings Overseer Road Overseers (2) Foreman Joiner Foreman Plumber Foreman Painter Foreman Mech'ic Foreman Shipwright Sanitation Foreman	Engineer in Charge. Draughtsman. Chief Clerk. Clerk and Ledger-keeper. Storeman. Buildings Overseer. Road Overseer. Foreman Joiner. Foreman Plumber. Foreman Painter. Foreman Mech'ic. Foreman Shipwright. Sanitation Foreman.	Resident Commissioners	At Aleipata At Fagamalo Secretary at Fagamalo Agricultural Inspector, Fagamalo	At Aleipata. At Fagamalo. Secretary at Fagamalo. Beetle Inspector at Fagamalo.
Number ..	16	13	Number ..	4	4
			Supplies Purchase	Stores Manager Storekeeper Clerk Clerk Typist Clerk	Supplies Purchase Officer. Clerk.
			Number ..	6	2
			Treasury ..	Treasurer Accountant Asst. Accountant and Audit Officer Clerk	Treasurer. Accountant. Asst. Accountant and Audit Officer. Clerk.
			Number ..	4	4
Medical ..	Chief M.O. Hospital Supt. M.O. M.O. M.O. Health Officer Dispenser Asst. Dispenser Secretary and Steward Storekeeper Matron Sister Sister Sister Sister Sister Sister Sister Sister	<i>Clinical Division.</i> Chief M.O. Hospital Supt. M.O. M.O. M.O. District M.O. Dispenser. Asst. Dispenser. Secretary and Steward. Storekeeper. Matron. Sister. Sister. Sister. Sister. Sister. Sister. Sister. <i>Health Division.</i> Medical Officer of Health.	Radio-station ..	Superintendent Senior Operator Operator Operator Operator Operator Operator Chief Engineer Second Engineer	Superintendent. Senior Operator. Operator. Operator. Operator. Operator. Engineer. 2nd Engineer.
Number ..	19	20	Number ..	9	8
			Labour ..	Agent	
			Number ..	1	
			Totals ..	116	104
			Crown Estates ..	Crown Estates Commissioner Accountant 2 Asst. Accountants Cashier Asst. Cashier 4 Book-keepers Accounts Clerk Stores Clerk Storekeeper 2 Storemen Chief Clerk 4 Typists Clerk Clerk of Works Transport Supt. Engineer Carpenter Saddler Butcher Manager, Ice-works Plantation Insp.	Commissioner and Public Trustee. General Manager. Accountant. 2 Asst. Accountants. Cashier. Asst. Cashier. 3 Book-keepers. 2 Clerks. Storekeeper. Stores Clerk. Storeman. Chief Clerk. Records Clerk. Junior Clerk. 2 Typists. Transport Supt. Engineer. Carpenter. Saddler. Butcher. Manager, Ice-works.
			Number ..	29	26
			SUMMARY. Totals for Administration Departments	116	104
			Totals for Crown Estates	29	26
			Grand totals	145	130
Police ..	Commissioner Inspector Sub-Inspector Sergeant Accountant and Storekeeper Gaoler Constable Constable Interpreter	Commissioner. Inspector. Sub-Inspector. Sergeant. Accountant and Storekeeper. Gaoler. Constable.			
Number ..	9	7			
Postal ..	Postmaster Clerk .. Clerk .. Line Foreman	Postmaster. Clerk. Clerk. Line Foreman.			
Number ..	4	4			

NOTE.—It may be desirable to say that the remarks and table as to staff published in last year's report referred to "European" staff—that is, to Europeans and persons registered as Europeans, and did not include Samoan Natives. The "European" staff for the year ended 31st March, 1922, is shown in the above table in comparison with the preceding year

POST AND TELEGRAPH.

Work performed for other Departments.—Early in December this Department undertook the collection of accounts due to the various Departments of the Administration. The amount collected for the four months amounted to £3,853 14s. 5d. This involved a lot of extra work, as the accounts collected were for small amounts.

Stamps.—A new issue of stamps has been on sale since early in the year. The new stamps are of the following denominations: $\frac{1}{2}$ d., 1d., 1 $\frac{1}{2}$ d., 2d., 2 $\frac{1}{2}$ d., 3d., 4d., 5d., 6d., 8d., 9d., and 1s.

Savings-bank.—The Savings-bank Branch shows a steady increase of business. During the year 195 accounts were opened and 105 closed, leaving a total of 301 accounts, an increase of 90. Deposits amounted to £34,887 5s. 2d., and withdrawals to £28,253 12s. 1d. The total amount (including interest) at credit of depositors is £29,448 8s. 3d., of which sum £26,256 4s. 7d. is invested in New Zealand, leaving a working balance of £3,192 7s. 8d. in hand on the 31st March, 1922.

Private Boxes.—The additional boxes erected last year have been let with the exception of three, and it will be necessary to add further boxes in the near future. The rents received amounted to £93 8s. 11d., as against £76 16s. 2d. collected the previous year.

Telephones.—The fees amounted to £1,193 10s. 9d., a small increase on last year's totals. The exchange board at present in use is very unsatisfactory, and it is hoped that a new one will be provided in the near future.

Post Office.—Records of articles delivered are made only twice in the year, but it is estimated from a general average that the number of articles delivered in Samoa during the year was as follows: Letters and letter-cards, 96,556; other articles, 65,931: total 162,487. Registered letters delivered numbered 2,288, and parcels 3,080. Letters and other articles posted showed a substantial increase on the previous year's totals: letters numbered 68,759; other articles, 17,838: total 86,597. Registered articles posted totalled 3,407, and parcels 1,425.

Money-orders.—1,745 orders, for a total sum of £14,572 14s. 9d., were issued, the commission amounting to £120 4s. 7d. The paid orders numbered 178 and amounted to £919 18s. 7d.

Postal Notes.—Sales in this branch amounted to £859 16s. 5d., and notes to the value of £40 14s. were paid. British postal orders amounting to £154 13s. 3d. were sold, and the payments amounted to £43 1s.

RADIO-STATION.

The working of the wireless station has been well maintained during the year 1st April, 1921, to 31st March, 1922, the working being interfered with only on rare occasions when atmospheric conditions have been so severe as to make it impossible to work through them.

The station has continued to give service as a relaying station to Tahiti, Rarotonga, Nukualofa, Tutuila, with Awanui, New Zealand.

The plant, with the exception of the Leyden jar condensers, replacements for which are being given attention to, is in good order, and, beyond the usual maintenance work, has required no extraordinary attention.

It has been gratifying to find that the bulk of the work can now be handled quite satisfactorily on the low-power transmitting-set, thus doing away with the heavy battery charging which was necessary when the high-power plant had to be used daily. This has been mainly secured by arranging our schedules with other stations so that they are spread over the whole day, and traffic does not therefore bank up, but is disposed of evenly, and no strain is placed on the low-power plant. As a direct result of this it has been possible to dispense with the second engineer's position, the work now being quite efficiently carried on by one engineer.

Schedules of traffic, and revenue derived from same, covering the year, are attached.

TRAFFIC HANDLED BY APIA-RADIO, 1ST APRIL, 1921, TO 31ST MARCH, 1922.

Month.	Forwarded.		Received.		Transmits.	
	Messages.	Words.	Messages.	Words.	Messages.	Words.
1921—April	298	3,578	288	3,689	683	8,186
May	330	4,354	372	4,424	740	8,332
June	339	4,274	294	3,963	674	7,524
July	343	4,086	331	4,028	736	8,344
August	376	4,286	261	4,038	789	8,863
September	334	3,717	352	3,833	733	7,426
October	313	3,741	362	3,729	749	9,128
November	327	3,762	329	3,772	762	8,328
December	356	3,795	330	3,367	728	8,230
1922—January	287	3,119	261	2,664	595	7,538
February	232	2,536	279	2,932	652	6,770
March	235	2,369	256	2,713	703	7,810
Totals	3,770	43,617	3,715	43,152	8,544	96,479

Amount earned by Apia, £4,116 12s. 11 $\frac{1}{2}$ d.

CUSTOMS AND MARINE.

Revenue.—As will be seen from the accompanying tables, this totalled only £84,400, as against £107,751 for the proceeding year. The main item, Customs imports, £56,824 (previous year £79,567), is due largely to the over-importation in 1920 and consequent abnormal stocks in 1921, and to a marked extent to the falling values being reflected by an *ad valorem* tariff. The last quarter of the preceding year showed the beginning of the movement. The heavy drop in stevedoring and in other receipts is more apparent than real, being balanced by reduced expenditure. The “other receipts” include lighterage overtime recovered from the shipping companies, and sale of ammunition at a small advance on cost.

Statistics.—The accompanying return of overseas shipping shows the shipping figures for the financial year. The statistics for the calendar year have been already published as “Report on the Trade, Commerce, and Shipping of Western Samoa for the Calendar Year 1921.”

Exports.—Nearly twice as such copra was exported as in the preceding year, the sailing of the “Pacific” with 6,364 tons of copra for Denmark on the 27th January, 1922, being a great event in the history of Samoa.

Landing Facilities.—Considerable improvements have been effected on the waterfront, details of which will be found under “Public Works.” The export-shed and fumigating-station have been repaired, but need replacement at an early date. The bond also needs replacement.

Dredging.—Owing to the silting of the channel and the waterfront, dredging is urgently needed.

Benzine.—This dangerous cargo is now landed with a minimum of inconvenience and risk by an arrangement whereby each consignee is required to remove his portion as the lighters come to the wharf, irrespective of import mark. As all the case oil in each ship has so far been of the same brand, there has been no hardship to the consignee in this arrangement.

Shipping.—The “Maota,” an auxiliary motor-ketch of 28 tons register, now carries the Pago Pago mail. A regular service has also been inaugurated with Savaii.

Shipping Laws.—These are very incomplete, but the Crown Law Officers have been supplied with suggestions, which they are drafting into an Ordinance.

Harbourmaster.—The arrangement still holds good whereby this officer attends to all technical marine matters. All accounts go through the Customs long-room.

Watermen's Boats.—The passing of the Boat Traffic Ordinance, 1921, has given the necessary control over these boats, and two prosecutions have advertised the main duties of the boatmen.

Smuggling.—Aided by the cordial co-operation of the police, and by the powers conferred by the Boat Traffic and Permits Ordinances, it has been possible to tighten the control over the waterfront. The policy of stationing an officer on the gangway of the mail-steamers has proved an effective deterrent to liquor-smuggling. It is a difficult matter to eradicate smuggling entirely with a long unwatched coast-line and with vessels lying in the stream for days at a time, but a series of surprise searches of steamers has kept the matter within bounds, and only four prosecutions were necessary during the year. All were successful.

Locally manufactured Liquor.—Joint raids by the Customs and police have resulted in four Europeans and two Chinese being convicted of distilling spirits from cocoa-juice and mummy-apples. Salutory sentences were inflicted (£100 against each European, imprisonment for twelve months against one Chinaman and deportation for the other), but the simplicity of the apparatus used and the facilities for concealment offered by the forest render detection difficult. A half-caste was discovered making hop-beer over 3 per cent. of proof spirit, and a conviction followed, with the result that home brewers are realizing better their responsibilities in this respect.

Medical Liquor.—This is imported by the Administrator, stored by the Customs, and issued upon medical certificate. Returns of certificates, issues, and stocks are made quarterly to the Board of Health.

Private Stocks of Liquor.—Advertisements were published inviting holders of liquor imported before the 1st May, 1920, to record their stocks at this office, otherwise the liquor would be assumed to be in unlawful possession. Most of the few holders of such liquor have complied.

German Ordinances.—The “live” portions of these have now been incorporated in new Ordinances, and the inconvenience formerly existing has disappeared.

Taxation.—This has been codified in the Taxation, Licensing, and Revenue Ordinance, 1921. Great efforts are being made to put taxation matters in a satisfactory condition, and a considerable improvement has been effected. Lists of defaulters have been prepared, and legal proceedings have been taken against the worst offenders.

Revaluations.—This was badly needed, and has been effected so far as Apia Water Area is concerned. It is hoped to have the whole Territory revalued during the coming year. A large number of protests have been received, and are having attention under the machinery set up by the Taxation Ordinance.

Water Rates.—A water rate of $\frac{1}{2}$ per cent. has been struck for the Apia area, the reticulation being well advanced.

Penal Tax.—This is having an excellent effect in bringing in early payments.

Resident Commissioners at Savaii and Aleipata.—These do excellent work in collecting taxes and information in their districts.

Plague Precautions.—The presence of plague in Australia has necessitated very careful handling at this port, but the Customs and the Medical Officer of Health, working in close co-operation, have minimized the inconvenience to the shipping community.

PORT OF APIA.—RECEIPTS AT CUSTOMHOUSE.
(To the nearest £1.)

Quarter ended	Import Duty.	Export Duty.	Shipping Fees.	Stevedoring and Shed Fees.	Taxes and Native Travelling- passes.	Other Receipts.	Total Receipts.
	£	£	£	£	£	£	£
June, 1921	12,214	1,560	384	270	2,682	103	17,213
Sept., 1921	18,161	3,720	370	209	481	90	23,031
Dec., 1921	16,072	1,187	467	369	4,862	223	23,179
Mar., 1922	10,378	7,928	558	361	1,515	237	20,976
Totals, year 1921-22	56,824	14,395	1,779	1,209	9,540	653	84,400
June, 1920	23,054	2,693	330	64	492	212	26,845
Sept., 1920	22,795	2,222	533	1,232	5,024	506	32,362
Dec., 1920	21,017	2,188	222	1,357	1,288	1,003	27,075
Mar., 1921	12,701	2,461	298	1,958	2,720	1,332	21,469
Totals, year 1920-21	79,567	9,563	1,383	4,661	9,524	3,053	107,751
Totals, year 1919-20 ..	43,022	8,035	746	235	11,268	448	63,754
Totals, year 1918-19 ..	33,787	7,376	407	787	13,156	528	56,041
Totals, year 1917-18 ..	44,335	8,339	456	987	12,538	520	67,175
Totals, year 1916-17 ..	27,748	6,459	514	326	12,461	260	47,768

PORT OF APIA.—OVERSEAS SHIPPING.

Quarter ended			Steam.			Sailing.			Total.		
			No.	Tons.	Cargo.	No.	Tons.	Cargo.	No.	Tons.	Cargo.
<i>Inwards.</i>											
June, 1921 ..	..	British	18	14,213	2,891	..	..	..	18	14,213	2,891
		Foreign	2	158	28	1	520	..	3	678	28
			20	14,371	2,919	1	520	..	21	14,891	2,919
Sept., 1921 ..	..	British	16	18,011	3,468	..	..	..	16	18,011	3,468
		Foreign	2	158	31	3	1,945	745	5	2,103	776
			18	18,169	3,499	3	1,945	745	21	20,114	4,244
Dec., 1921 ..	..	British	18	21,894	2,983	..	..	..	18	21,894	2,983
		Foreign	1	2,506	..	..	..	..	1	2,506	..
			19	24,400	2,983	..	..	..	19	24,400	2,983
Mar., 1922 ..	..	British	20	17,476	1,813	..	..	..	20	17,476	1,813
		Foreign	..	..	..	..	..	..	..	..	..
			20	17,476	1,813	..	..	..	20	17,476	1,813
<i>Outward.</i>											
June, 1921 ..	..	British	17	14,171	889	..	..	..	17	14,171	889
		Foreign	2	158	1	1	520	613	3	678	614
			19	14,329	890	1	520	613	20	14,849	1,503
Sept., 1921 ..	..	British	17	18,053	1,654	..	..	..	17	18,053	1,654
		Foreign	2	158	45	3	1,945	2,047	5	2,103	2,092
			19	18,211	1,699	3	1,945	2,047	22	20,156	3,746
Dec., 1921 ..	..	British	18	21,894	1,745	..	..	..	18	21,894	1,745
		Foreign	..	..	..	..	..	..	..	..	..
			18	21,894	1,745	..	..	..	18	21,894	1,745
Mar., 1922 ..	..	British	18	17,106	1,376	..	..	..	18	17,106	1,376
		Foreign	1	2,506	6,364	..	..	..	1	2,506	6,364
			19	19,612	7,740	..	..	..	19	19,612	7,740

PORT OF APIA.—OVERSEAS SHIPPING—*continued.**Totals for Year.*

INWARD.

Quarter ended	—	Steam.			Sailing.			Total.		
		No.	Tons.	Cargo.	No.	Tons.	Cargo.	No.	Tons.	Cargo.
..	British	72	71,594	11,155	..	..	..	72	71,594	11,155
	Foreign	5	2,822	59	4	2,465	745	9	5,287	804
		77	74,416	11,214	4	2,465	745	81	76,881	11,959

OUTWARD.

..	British	70	71,224	5,664	..	..	..	70	71,224	5,664
	Foreign	5	2,822	6,410	4	2,465	2,660	9	5,287	9,070
		75	74,046	12,074	4	2,465	2,660	79	76,511	14,734

MARINE.

The yearly total of ships entering and clearing for overseas was thirty-four steamers, nine sailing-vessels, ten war-vessels, and four yachts. During the year all floating plant has been thoroughly overhauled and put in condition.

Beacons and Buoys.—All buoys and moorings have been lifted, cleaned, and relaid, an extra anchor being placed on two of the buoys. The chains and anchors are quite good, but the buoys are very much worn and of the wrong type, and should be replaced. A beacon has been erected at Saluafata, and a concrete beacon in Apia rebuilt.

Lights.—These are very unsatisfactory, and a source of much complaint from shipmasters and owners of coastal vessels. Several experiments have been tried to get a more satisfactory light, but with no success. A new leading-light has been ordered for Apia Harbour, and should arrive by the end of the year.

Maintenance.—For the past year this has been a heavy item, on account of every barge having to be properly overhauled prior to handing over to the stevedoring syndicate. The handing-over of the lighterage makes possible the great reduction in maintenance charges for the present year.

Coastal Traffic.—This has been very brisk for the last two quarters, surveys of the coastal boats being carried out annually. The owners of these boats are keeping their vessels much better than formerly, and no trouble has been experienced in getting them to make better arrangements for their seaworthiness and bring their vessels up to the New Zealand standard, as required by the Marine Board of New Zealand.

Everything has been done to reduce expenses, and from the 31st March, 1922, the staff has been reduced to a bare minimum, all clerical work and cash being handled by the Customs Department.

JUSTICE.

The Staff.—Through the careful training of Samoan subordinates, and their keenness in their work, and owing to the organization being improved, we have been able to reduce the staff by releasing two of the higher-paid officials—this in spite of a big increase in the business done.

The work of the Department is now carried on by—

(a.) The Chief Judge :

(b.) The Crown Solicitor, Crown Prosecutor, and Law Draftsman (who is also a Commissioner of the High Court, and helps in that capacity when necessary) :

(c.) Commissioner of the High Court at Apia, who deals with practically all civil and criminal matters within the Commissioner's jurisdiction, and who acts as Registrar of the High Court, Registrar of Lands, Marriages, &c. :

(d.) Commissioners of the High Court at Savaii and Aliapata, whose other duties for the Administration take up most of their time :

(e.) Two Native clerks, interpreter, and messenger.

There are also two other Commissioners of the High Court—viz., the Secretary of Native Affairs, and the Chinese Commissioner, who deal with minor Samoan and Chinese civil and criminal cases respectively.

The present Chief Judge took over his duties in September last.

The jurisdiction of Commissioners who are solicitors of the Supreme Court of New Zealand might very well now be extended beyond that of practically Justices of the Peace in New Zealand.

Revenue.—The revenue collected shows—Fines and Court costs amounting to £1,306 15s. 3d. ; marriage fees, £191 ; fees in stamps, £399 11s. : total, £1,897 6s. 3d.

Administration of Justice.—There has been a great increase in the number of persons criminally charged, and of civil cases. The first-mentioned increase is due to the fact that a large number of Chinese labourers had in a body committed a minor offence against a local Ordinance. Most of the

offences were of a minor nature—of a class similar to those charged under by-laws and Police Offences Act in New Zealand, calling for small fines or short terms of imprisonment.

In the early part of the year a number of serious offences were dealt with. There were two cases of manslaughter, one being the result of a collision of a motor-car with a Chinaman, causing the death of the Chinaman; and the other arose by a Samoan youth riding down with a horse a young child. In the first case the driver of the car, a Samoan, was sentenced to three years' imprisonment, and in the second case the Samoan was ordered to the south side of Upolu.

There were five cases of forgery and uttering, two being against a Chinaman in connection with causing an official to act on a forged document, and a fine of £100 was imposed. In another case a Samoan youth was ordered from Upolu to Savaii for a period of two years; and the remaining two cases were against Samoans, one receiving one year's imprisonment, and the other being fined £25.

One Samoan was charged with perjury, and, although the case was dismissed through the evidence not being sufficiently strong, the prosecution had a very good effect.

Breaking and entering, and theft: There were seven charges of this nature: one was withdrawn by leave of the Court; one was dismissed on the merits; two coolies (jointly charged) received two years' imprisonment; another coolie received three years; while one Samoan received a sentence of three years' imprisonment, and another Samoan twelve months' imprisonment; a half-caste youth was admitted to probation on very strict conditions.

Indecent assault: There was one bad case of this class, in which a Samoan received four years' imprisonment—the offence almost amounted to rape. The heavy penalty was imposed with a view to putting down a class of case which was reported to be prevalent amongst the Samoans. For attempting to carnally know a Samoan girl under the age of twelve years a young Samoan was convicted and sentenced to eighteen months' imprisonment.

On charges of keeping gaminghouses, fines of £50 in three cases, and £100 in another case, were imposed.

Liquor cases: There is little doubt that a fair amount of surreptitious brewing of beer and manufacturing of spirits of a kind, and importing of spirits, is going on; the vigilance of the police keeps these almost inevitable offences fairly well within bounds. There were two convictions for importing liquor, in each case only a bottle or two being imported, and resulted in fines of £25 and £50. The Chief Judge has indicated to the public that deliberate importing by Europeans, especially by those who should know better, will probably be met by imprisonment. For manufacturing spirits three men (a German, an Englishman, and a Pole) were fined £100 each. For making beer of over 3 per cent. proof spirit, two men (half-castes) were fined £10 and costs; the excuses were accepted that it was made for home consumption and the excess of spirits was not intended.

For smuggling opium there were two convictions, fines of £25 and £50 being inflicted. The offence, from its nature, is very hard to detect.

Bodily harm: These cases were few, being chiefly confined to Samoans and not of a very serious nature. Five coolies were sentenced to imprisonment for life and two others received seven years' imprisonment for attempting to murder a Chinese interpreter who had given help to the police against the coolies.

The number of cases of theft still continues high. The communistic ideas inherent in the Samoan make it difficult for him to resist temptation to take what belongs to others, and the time appears to have come for the judicious infliction of punishment by whipping in cases against young persons.

There have been seventeen cases of sufficient magnitude to invoke trials by Assessors. There were nine convictions and eight acquittals.

Lands and Titles Commission.—There was one sitting during the year, when thirty-one cases were set down, eleven judgments were given, fifteen reconciliations arrived at, and five cases adjourned.

Ordinances.—Twenty-three Ordinances were drafted by the Crown Law Draftsman and passed through the Legislative Council; some others have also been drafted.

Land Register.—The new Land Register has been completed. 111 documents have been registered during the year, made up as follows: Mortgages, 16; conveyances, 25; releases, 15; and miscellaneous, 56.

Faamasinos (Native Judges).—These officials have been given a status by the Samoa Act, and it is proposed, as soon as the new edition of the *tulafonos* (Native laws, which are now being printed) is ready, to arrange for the training of the *faamasinos* in their judicial duties.

PUBLIC WORKS.

BUILDINGS.

Maintenance of and Improvements to Residences.

During the year a considerable amount of minor repair work was done to public buildings and residences. In addition, ten residences were provided with mosquito-rooms, and four residences were completely overhauled.

New Construction and other Improvements.

The following statement shows the most important constructional work carried out:—

Vailima.—The renovation of this building was completed, and minor structural alterations carried out. Electric light has been installed. Plumbing-work has been brought up to a reasonable standard. New coolie quarters, with modern drainage, septic tank, &c., have been constructed.

Schools.—The native teachers' and pupils' *fales* have been entirely rethatched, and concrete floors have been repaired. The interiors of the schools have received their annual renovation. Sanitary bubble drinking-fountains have been erected. All fences have been repaired. Modern drainage and septic tanks are contemplated in place of the existing pan system.

Apia Gaol.—Fences have been repaired, and minor alterations have been carried out to increase accommodation. A new bath-house for prisoners has been constructed.

Public Works Garage.—A lathe, radial drill, grinder, and engine have been installed. Minor alterations were carried out to protect machinery from the weather.

Central Hotel.—Extensions providing reasonable sanitary accommodation have been completed. A cool store has been erected. A large store-room has been constructed. Coolie quarters for six additional coolies have been provided. The drainage system has been extended and improved. Three rooms have been mosquito-proofed. An oil-engine has been installed for manufacturing ice-cream. The painting of the exterior of the whole building is practically completed. Fire protection has been provided by 2 in. stand-pipes and 100 ft. of hose on each floor.

Constabulary Barracks.—This building, originally constructed as barracks for the garrison, was, after the departure of the Constabulary, improved with the intention of utilizing it as single men's quarters. However, it was found necessary to utilize it as office accommodation for the Chinese Commissioner's Department. The basement was improved and partitioned off to provide offices for the Police Department. The area surrounding the building has been fenced for police purposes, and a stable has been built.

Office for Department of Native Affairs.—The work of converting the old Constabulary stores into offices was completed.

Native Affairs Office, Mulimu'u.—The exterior of this building was completely renovated.

Central Offices.—A ladies' cloak-room with sanitary accommodation has been completed.

Hospital.—During the year a great deal of work has been carried out. The dining-room, storeroom, kitchen, W.C., and bathroom for Native nurses have been completed, and provided with drainage. The Chief Medical Officer's offices and consulting-room for Europeans have been erected substantially in hollow concrete blocks with plastered interiors. The white ward has been entirely mosquito-proofed. Additional bathroom accommodation to the white ward has been provided. A new dispensary and storeroom for drugs have been fitted up, and the whole of the out-patients' department has been overhauled and renovated. Dressing-rooms and eye-rooms have been fitted up and mosquito-proofed. A mosquito-proof room has been provided on the upper floor for the dispenser. Six large Native *fales* have been erected, complete with plastered concrete floors and curtains. Two concrete-block sanitary annexes, with reinforced concrete roofs, have been completed to serve the Native Hospital. Two cookhouses in concrete blocks have also been erected. Four *fales* for the isolation compound have been completed. A sanitary annex in concrete blocks, designed to provide bathing and W.C. accommodation for two groups of patients in isolation, has been practically completed. Fencing of the isolation compound is under way. An eight-roomed reinforced-concrete laboratory specially designed for research work in tropical diseases has been completed. The two large indentured-labour wards have been repaired and thoroughly renovated inside and out. These buildings have already been connected to the new drainage scheme. The operating-theatre has been renovated. The exteriors of all the main buildings have been painted. The Samoan surgical ward has been completely mosquito-proofed. A complete up-to-date sewerage scheme has been designed to serve the whole of the Hospital buildings, and also any Government residences in the vicinity of the Hospital. Eighty per cent. of the work is completed. A double-compartment septic tank, each compartment of which is capable of serving a population of five hundred, has been completed. Paths have been formed to serve the various portions of Native Hospital, and paving of same with concrete is to be commenced immediately.

Medical Out-station, Tuasivi.—The doctor's residence was completed, and considerable internal additions and fittings were made in the dispensary.

Chief Medical Officer's Residence, Motootua.—This building, with necessary fencing, garage, drainage, septic tank, &c., was completed.

Black Boys' Hospital.—This building was converted into quarters for single men, and drainage and a septic tank provided.

Steam Laundry.—This building, in reinforced concrete, was completed, and all machinery and fittings installed. A drying-room was erected.

Wireless Station.—A temporary residence for the Officer in Charge was completed. Drainage and plumbing at the single officers' quarters were carried out. Coolie quarters have been erected. The wireless mast has been painted.

Government Village, Mulimu'u.—Four structures, each containing two showers, were erected for the use of the Native Government officials. One *fale* has been rethatched, and others repaired.

Residence, Chief Judge.—This building has been completely renovated, interior and exterior. A cookhouse for the coolie has been provided.

Customs Sheds.—The roof of the import shed, which has never given satisfaction since erected by the Germans in 1914, was removed, and replaced with ordinary corrugated iron. A large number of additional 6 in. by 4 in. wooden purlins were provided. The export shed has been overhauled and repaired.

Customs Offices.—This building has been repaired, and the exterior completely painted.

Customs Landing.—A new landing-stage for passengers has been constructed. The concrete wall where goods are landed has been fitted with hardwood fenders. The rough masonry wall in front of the export shed has been refaced with 9 in. reinforced concrete to reduce damage to vessels. Mooring-rings have been provided.

Tivoli Wharf.—This wharf has been repaired.

Cemetery.—All cemetery fences have been thoroughly repaired.

Malololelei Rest-house.—A bathroom, drying-room, W.C., with drainage and septic tank, have been completed. A veranda has been provided on the western side. Water-supply facilities have been improved. A caliphont has been installed.

Resident Commissioner's Quarters, Aleipata.—A mosquito-room and other improvements have been completed.

Resident Commissioner's Quarters, Savaii.—Extensions were completed with the exception of plumbing. The whole building was repainted.

Fautua's Guest-house, Falelatai.—This building was reconditioned.

Beacon, Saluafata Harbour.—A beacon was constructed and erected at Saluafata.

Aga Light, Apolima Island.—A site was chosen for an Aga light on Apolima Island, and plans were prepared for same.

Clock-tower, Apia.—This structure is being erected of reinforced concrete under the Department's supervision, and is being financed by public subscription assisted by Government subsidy. The work is more than half completed.

Vaipouli School, Savaii.—A portion of the Vaipouli plantation has been set aside as a site for a school for Natives. Five *fales* have been constructed. The homestead has been overhauled and improved by the addition of mosquito protection, &c. A water-supply will be obtained from a hydraulic ram in the Vaipouli River, and work has been commenced.

Experimental Farm, Tulaele.—A model fowlhouse was constructed. Plans were drawn for a copra-drier.

Crown Estates.—A certain amount of work has been carried out for the Crown Estates Department. A hide-shed, copra-cutting shed, and a workshop were constructed on Vailele plantation. A copra-shute was removed and reconstructed at Suga. A 10-ton weighbridge has been installed at Apia. Motor launches and lighters have been regularly maintained. A large number of reports on technical matters have been made for the Crown Estates.

ROADS.

Considerable progress has been achieved in road-construction during the year. Stone-crushing was carried on intermittently from the end of April, 1921, to the end of October intermittently because of labour troubles. At the end of October a particularly hard basaltic boulder cracked one of the fly-wheels of the stone-crusher, and a delay of about two and a half months occurred until the wheel was replaced. From the middle of January till the 31st March crushing has been carried on continuously. During the year the total amount of stone crushed was 5,500 cubic yards.

Until the middle of October, 1921, no progress could be made in the way of forming new roads owing to the impossibility of getting Samoans to work reasonably, either on day wages or on contract. In October, however, the Department was furnished with a gang of Chinese coolies, and during the past five months excellent progress has been made, in spite of the fact that this period practically constitutes the wet season.

A large amount of long-postponed maintenance work has been carried out. Many of the roads formed under the German Administration were paved roughly with boulders. These were fairly satisfactory before the introduction of motor vehicles, but they now constitute a serious problem owing to their exceedingly rough surface. They can be blinded with earth during the dry season, but the tropical rains during the wet season wash them bare again. Any other form of surfacing in many cases is at present financially prohibitive.

The following statement shows the principal works carried out:

Beach Road.—This street has been as thoroughly repaired from time to time as the nature of the surface will allow. To make any further improvement an entirely new surface would have to be laid down, but the time has hardly yet arrived for such an expenditure. A particularly bad stretch $4\frac{1}{2}$ chains in length adjacent to the Mulivai Bridge was entirely renewed with crushed basalt, and afterwards tar-sealed. After eleven months' heavy traffic the surface shows no signs of deterioration.

Fugalei Road.—50 chains of metalling, 18 ft. to 20 ft. in width, were laid down and afterwards tar-sealed. This road has withstood the wet season excellently. All water-bound macadam roads in Samoa should be tar-sealed within twelve months of their construction.

Papase'ea Road.—65 chains of water-bound macadam road have been laid down, blinded and rolled. Funds to assist in the carrying-out of this work were provided by Mr. H. J. Moors, who specified the portion of road to be improved. The remainder of this road was improved.

Vaitele Road.—25 chains of metalling, 20 ft. wide, have been laid down and rolled to a finished surface; 29 chains, 18 ft. wide, have also been completed. Further work on this road is in progress.

Apia to Mulifanua Road.—During last dry season a large amount of improvement work was carried out to this road, which is about twenty-two miles in length. Several deviations were made, approaches to bridges were formed up, and all dangerous holes filled. Now that the wet season is practically over, a gang is again at work repairing the portions of the road which have been cut up by the traffic. As an indication of the state of the road it may be mentioned that a motor-bus service was maintained between Apia and Mulifanua during the whole of the wet season. A particularly soft portion of the road through the village of Fasito'otai is now being lightly metalled.

Apia to Falefa Road—Apia to Vaitele Plantations.—This road has been greatly improved during the past year. The worst portions have been metalled.

Vaitele Plantation to Luatuanu'u.—This portion has been repaired from time to time, and the bush cleared to let light and air on the road. A great deal of the work done has been ruined from time to time by wandering pigs owned by the Natives, and disciplinary action in the way of fines has had no material effect.

Luatuanu'u to Solosolo.—Until January, 1922, motor-cars had never been able to proceed farther than Luatuanu'u, a village some six and a half miles east of Apia. At the present time it is possible to

drive a car eleven and a half miles east of Apia. The opening-up of the five miles between Luatuanu'u and Solosolo represents the work carried out by a gang of Chinese coolies during the past five months. The easy portions of the road had previously been formed, but a large amount of rock-excavation round steep bluffs had to be carried out.

Solosolo to Falefa.—The opening-up of this section is now in progress. Falefa is fifteen miles east of Apia, and it is hoped to have the whole road open for horse-drawn vehicles in about two months' time. Cars will not be able to reach Falefa until several small bridges are built.

Apia to Vailima.—This road was repaired with shingle.

Vailima to Malololelei.—This road was repaired sufficiently to make the journey possible to motor traffic.

Vaivase to Fagalii.—This road was cleared and repaired with crushed metal.

Moamoa Road.—60 chains of this road were repaired with crushed metal, and approaches to two concrete fords were considerably improved.

Wireless Road.—A small amount of repair work was carried out.

Siusega to Tapatapao.—This road was repaired for its entire length.

Roads and Tracks, Aleipata District.—The road between Amaile and Lefaga has been put into fair order. The horse-tracks from Aleipata to Lepa have been improved, so that it is possible to travel without dismounting, and dangerous portions have been made reasonably safe.

Track, Falevao to Sapoe.—Portions of this track have been improved.

Roads in Apia Municipality.—Minor maintenance work is continually being carried on throughout Apia.

Sea Erosion.—In a number of places sea erosion is affecting the existing roads. The most important work was that carried out to the Apia waterfront, where over 1,300 cubic yards of boulders have been deposited between Mulinu'u and Matautu to safeguard the street. At Fagalii about a quarter of a mile of road is being protected by loose rubble and rough masonry walls. At Satitua, in Aleipata district, about 500 cubic yards of rubble and coral were utilized in repairing erosion, and protecting the road against future encroachment. Minor protective work has been carried out on the Mulifanua and Solosolo roads.

BRIDGES.

Vaea Bridge.—The superstructure of this bridge has been entirely renewed in Australian hardwoods, and is now fit for the heaviest traffic.

Fugalei Bridge.—This steel bridge has been thoroughly overhauled, chipped, and painted.

Vaimoso, Lepea, and Solosolo Bridges.—These steel bridges have been chipped and painted.

Mulivai Bridge.—This steel bridge is corroded to such an extent that it is hardly worth painting. To make it safe two temporary piers have been placed under the transoms, and the steel trusses are out of action.

Vaisigano Bridge.—This steel bridge has been chipped and painted.

Fagalooa Footbridge.—This bridge has been re-erected in Australian hardwoods. Another small bridge in the vicinity has also been constructed.

Mulivai Bridge, Safata District.—This bridge has received extensive repairs, and a number of new piles have been driven.

Siumu Bridge has been repaired.

Luatuanu'u No. 1 Bridge.—The eastern approach to this bridge was washed out by a heavy flood. An additional span was erected and a new approach formed.

Luatuanu'u No. 2 Bridge.—This platform bridge was constructed of Australian hardwoods.

Fusi Bridge has been lowered and repaired.

General Repairs.—Minor repairs have been carried out to the following bridges, most of which are constructed very lightly of Oregon pine, and require very frequent attention: Moata'a Bridge, Fagalii Bridge No. 1, Fagalii Bridge No. 2, Fagalii Bridge No. 3, Fagalii Bridge No. 4, Vaisigano Wood Bridge, two Sale'imoa bridges, Mutiatele Bridge.

ROADS AND BRIDGES, SAVAI.

Saleaula to Samalaeulu Road.—A survey of four miles of new road from Saleaula to Samalaeulu was carried out, and a commencement has recently been made with the work by the Natives, labour being supplied free.

Sala'ilua to Lata Road.—Endeavours are being made to get the Natives to undertake this work by contract.

Pu'apu'a No. 1 Bridge.—The superstructure has been entirely renewed and the approaches made up.

Pu'apu'a No. 2 Bridge.—The superstructure has been entirely renewed.

Asaga Bridge.—This bridge has been repaired.

Palauli Nos. 1 and 2 Bridges.—Small repairs were carried out and new approaches formed to both these bridges.

APIA WATERWORKS.

Considerable extensions have been made during the past year. A 6 in. main with fire-hydrants at suitable intervals has been laid from the Alcazar to Savalalo, a distance of 60 chains. A 4 in. main, 46 chains in length, has been laid from the Central Hotel to the Vaitele Road. A 4 in. main, 82 chains in length, has been laid along Vaitele Road from Taufusi Road to the Papase'ea Road. A 2 in. main (afterwards reduced to 1½ in. and 1¼ in.) has been laid for a length of 40 chains up Moamoa Road. A 6 in. main has just been laid from Motootua to Tanugamanono, a distance of 44 chains. A 2 in. main, 33 chains in length, is being laid along Matautu Street. 128 connections were made to the mains during the year, making a total of 213 connections to date. 2 in. stand-pipes for fire protection, with necessary hose-fittings, &c., have been provided on both floors of the Central Hotel and Central Offices. 40 chains of the Vailima water-supply have been lifted and replaced with 2 in. pipes to improve the pressure.

NATIVE WATER-SUPPLIES.

Satitua Scheme.—This scheme was completed and opened in January, 1922, the Natives displaying great enthusiasm. It involved the laying of 13,550 ft. of pipe varying from $2\frac{1}{2}$ in. to 1 in. A concrete intake was constructed. A covered-in concrete reservoir of 12,000-gallons capacity was constructed, 30 chains from the village. Several showers and bathing-places were erected throughout the village. Water is derived from a small spring, and is of excellent quality. £337 was collected by the village towards the cost of the work.

Aufaga Scheme.—This scheme was completed and opened early in March. It involved the laying of over 7,200 ft. of pipe varying in size from 2 in. to 1 in. A 6,000-gallon covered-in concrete reservoir has been provided. Showers and bathing-places have been constructed throughout the village. The water is derived from a large spring flowing freely from the face of a cliff, and is of excellent quality. The Natives showed wonderful enthusiasm in the work. £250 was collected by the village.

Sataua Scheme.—This village has just collected £60 towards their portion of the cost of a scheme, and an investigation is about to be made.

Fasito'otai Scheme.—A large sum has been collected by the Natives of this village, and a survey is now in hand.

Other Schemes.—Schemes to supply about twenty-five other villages have been investigated, and some surveyed. No work is actually commenced on any scheme until one-third of the cost has been handed in by the village or villages concerned.

CONCRETE AND REDWOOD CISTERNS.

Falealupo, Savaii.—A circular reinforced-concrete cistern of 12,000-gallons capacity has been completed at this village. Considerable difficulties were experienced owing to the isolated locality, the extremely dangerous landing, and the scarcity of suitable sand and aggregate for concrete-work. An 8,000-gallon redwood tank in the same village was dismantled, repaired, and re-erected on a concrete foundation.

Avata, Savaii.—An 8,000-gallon redwood tank was dismantled, repaired, and re-erected on a concrete foundation.

Tufutafoe, Savaii.—A circular reinforced-concrete cistern of 12,000 gallons capacity, similar to the Falealupo cistern, is just being completed at Tufutafoe.

IMPROVEMENT OF PASSAGES.

Upolu.—A small amount of work was carried out, but great difficulty has been experienced in getting suitable boats and men.

Savaii.—The following work was completed: Safune passage and channel; Fagamalo passage; Channel between Fagamalo harbour and Matautu harbour.

WORKSHOPS.

A joinery-shop, blacksmiths' shop, shipwrights' shop, garage, and mechanical workshop have been carried on continuously, work being undertaken for all Government Departments.

SANITATION, STREET-LIGHTING, STREET-CLEANING, RUBBISH-COLLECTION, AND CLEANING GOVERNMENT GROUNDS.

The above services in the town of Apia have all been carried on continuously during the year by the Department.

STAFF.

The completion of all the most urgent building-work and the temporary postponement of a number of other works has enabled the Department to reduce its staff accordingly. The present classified staff numbers twelve. The partial training of local employees in special work and standards of work which have hitherto been unknown in Samoa has materially reduced the burdens of supervision. At present the Engineer has no engineering or survey assistant of any description, but an arrangement has been made whereby certain surveys can be undertaken by an officer from the Survey Department, under the Engineer's supervision.

CHINESE DEPARTMENT.

The number of cases heard by officers of the Department sitting as Commissioners of the High Court was 259, and the number of defendants 507. Few of these cases were of importance, the majority being the result of minor breaches of discipline.

A *resumé* of the record kept of Chinese reporting at the Department during the twelve months under review is attached. This record does not include particulars of some 250 Chinese who came to the Commissioner's house on Sundays and public holidays during the three months January to March. This practice was adopted in order to avoid dislocation of work on plantations, and the privilege is evidently appreciated by the labourers.

The number of indentured Chinese in Samoa on the 31st March, 1922, was 1,591, the number being made up as follows: Old labourers imported during the German occupation, 241; arrived by s.s. "Haldis," 420; arrived by s.s. "Ascot," 922; arrived by s.s. "Taiyuan," 8.

The difficulties with which owners of plantations had to contend during this period were to a certain extent shared by the Department. Many plantations, owing to neglect during the war period and the shortage combined with the high cost of labour, had been allowed to get into a bad condition, necessitating a considerable amount of heavy work to restore them. This fact, together with the inexperience of the new labourers and the prevalence of septic sores during the wet season, at times caused discontent among the labourers, resulting in some cases in attempts to initiate a

“go-slow” policy. The institution of standard tasks, which were adopted, wherever possible, in order to combat this policy, at first met with opposition, but with the realization that the tasks set were in no cases excessive the opposition ceased, and one constant source of friction was to a great extent removed. The high cost of luxuries, and of tobacco in particular, compared with prices current in China, is also an ever-present source of complaint. The new labourers, coming almost entirely from the Hounghshan and Sanning districts of Kwangtung Province, are of a good type. The percentage of undesirables is very low. Relations between employers and labourers are generally good, and suggestions made from time to time by this Department in the interests of workmen, individually and collectively, have been well received.

RETURN OF LABOURERS REPORTING TO THE CHINESE DEPARTMENT DURING THE YEAR ENDED 31ST MARCH, 1922.

Reasons.	April.	May.	June	July.	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Total.
Medical examination	16	21	33	22	42	40	10	7	29	67	54	37	378
Complaints by employers	53	34	12	28	32	43	11	125	29	62	55	86	570
Complaints by labourers	20	8	12	4	27	22	39	5	69	41	21	17	285
Summoned by police	1	4	3	3	1	1	..	..	11	6	2	..	32
Summoned by Chinese Commissioner	..	5	2	10	58	14	..	2	5	5	45	11	157
Released from arrest	6	1	2	2	2	2	..	1	1	..	3	16	36
Discharged from hospital	16	..	15	17	15	44	11	61	65	72	81	60	457
Private complaints	16	11	..	1	..	2	6	22	7	..	17	19	101
Seeking new employers	17	3	8	..	5	12	..	25	..	106	60	35	271
Signed new contract	10	..	..	15	69	93	94	1	..	2	3	..	287
Left plantation without permit ..	10	..	..	..	..	..	..	..	..	..	..	9	19
Sundry reasons	19	21	8	19	17	44	22	8	13	31	27	27	256
Totals	184	108	95	121	268	317	193	257	229	392	368	317	2,849

POLICE AND PRISONS.

Strength of Force.—On the 31st March last the strength of the Force was thirty-seven of all ranks, being the same strength as at the 31st March, 1921. The total is made up as follows : European Police—Commissioner (Police and Prisons), Inspector, Sub-inspector, Sergeant, and two constables ; total 6. Native Police—Senior Sergeant, 1 ; sergeants, 3 ; corporals, 4 ; constables, 23 : total, 31. Proportion of police to population, 1 to 1001·9. The European police during the year have been reduced from ten to six, and the Native police increased from twenty-seven to thirty-one.

Police Headquarters.—The police are now quartered in offices adjoining each other. This has effected co-ordination, increased efficiency, and is satisfactory. The police are concentrated in Apia, as there are no populous centres outside Apia to justify the expense of erecting police quarters and maintaining police establishments.

The Resident Commissioners stationed at Aleipata and Savaii have a number of auxiliary Native police under their command to assist in enforcing and administering the laws.

The European police handle all serious crime.

Criminal Statistics.—The table appended deals with all offences reported during the year ended 31st December, 1921, and shows an aggregate net increase of 211 on the figures of 1920.

The proportion of offences to the population was 1·52 per cent., as against 1·45 per cent. the previous year. Percentage of detected offences, 1920, was 93·7, and last year was 95.

The principal increases during the year appear under the following headings : Indecent assaults, 4 ; conspiring to assault, 3 ; failing to register arms, 4 ; unlawful possession of arms, 3 ; breaches of peace, 31 ; carnally knowing girls under twelve years, 2 ; cruelty to animals, 5 ; breaches of Chinese labour Ordinances, 48 ; cattle wandering, 20 ; breaches of Distillation Act, 6 ; possession of distillation stills, 3 ; driving without lights, 8 ; forgery, 3 ; fraud, 5 ; house and shop breaking, 17 ; indentured coolies entering Samoan houses, 7 ; liquor-smuggling, 6 ; attempted murder, 8 ; conspiring to commit murder, 1 ; manslaughter, 2 ; unlawful possession of opium, 18 ; prohibited immigrants landing, 9 ; attempted rape, 5 ; receiving stolen property, 7 ; theft from dwellings, 5 ; wounding with intent, 10 ; theft (undescribed), 34.

The principal decreases were : Assaults (common), 12 ; burglary, 4 ; drunkenness, 7 ; gaming offences, 4 ; opium-smoking, 10 ; Samoans consuming liquor, 19 ; supplying liquor to Samoans, 4.

Of the serious crimes, the eight cases of attempted murder arose out of an attack made by Chinese on a Chinese interpreter, because of his activities against Chinese law-breakers. Illicit distillation (nine offences) : total prohibition is responsible for this class of offence. There is a demand for liquor, which inspires some to supply that demand by smuggling in liquor and by illicit manufacture. Both are kept well in hand by the police.

The large increase of offences, 211, is accounted for to some extent by the activity of the police in enforcing local Ordinances. The offences will continue to fluctuate from period to period, as is the case in New Zealand and other countries, and as new Ordinances are passed and brought into force offences are likely to increase.

None of the minor offences require comment. No breaches of by-laws or breaches of such regulations are included in New Zealand offences returns : all are included here.

Liquor Prohibition.—Total prohibition came into force in May, 1920. Prior to that date liquor was obtainable under license, and prior to 1914 the German planters distilled spirits from tropical

fruits. This left an appetite, and in a good many cases a craving, for liquor, although at no time do the Natives appear to have acquired a taste for liquor.

Prohibition, being a contentious matter, has caused a good deal of hostile and bitter feeling among the white residents (even moderates) in and about Apia. This feeling shows itself in various ways. It has been publicly stated that prohibition is the worst misfortune that has befallen Samoa: that Natives are manufacturing and drinking liquor and "dope." Inquiries and observation show the Natives outside Apia do not manufacture drink, liquor, or "dope," and have acquired no taste for liquor. It is true a few Natives and half-castes of Apia have acquired a taste for liquor under the circumstances referred to under the heading of "Drunkenness." There are direct and indirect indications that liquor is smuggled into Apia by the monthly boat from Auckland. The absence of drunkenness indicates the quantities are not large. Considering the extent of the coast-line, it is surprising the traffic is not more extensive. The Customs and Police staffs are limited in numbers. Ships lie at anchor in the stream, and can be approached from all points of the compass by boat and canoe at night. The Customs and Police can get no assistance or support in this direction from the public and others—quite the contrary.

All countries realize that with the sale of liquor (subject of private profit) even under licensed control serious abuses exist. Article III of the Mandate makes it mandatory on the Administration to absolutely prohibit the Natives. That direction cannot be carried out under licensed control. The Customs and Police have been active to prevent, detect, and suppress this illicit traffic.

Sly-grog Selling.—There have been no convictions under this heading, nor any indications that this is going on. Everything points to the contrary, which also indicates smuggling of liquor is on a small scale and for private use.

Drunkenness.—Arrests for drunkenness fell from eight in 1920 to one during 1921, which shows that smuggling in and the manufacture of liquor is being kept well in hand. A few Natives and half-castes who have worked on the waterfront for years, loading and discharging ships, have acquired a taste, and in some cases a craving, for liquor, by being given liquor and by purchase from ships' crews, and will drink to excess if they can obtain liquor. The fact that there was only one arrest during the year shows that the traffic is well under control, and that the position is satisfactory.

Opium and Gambling.—Opium-smuggling is receiving special attention of the Customs and police. Opium can be secreted, on account of its small bulk, in so many ways amongst other incoming goods (the profits are large) that it is difficult to suppress. Opium-smoking and gambling are almost wholly confined to the Chinese labourers, who use great cunning, caution, and secrecy.

Extraneous Duties.—The following duties are carried out by the police:—

- (1.) Fire-fighting and maintenance of plant.
- (2.) Burials and sexton's duties.
- (3.) Lighting and care of Administration buildings.
- (4.) Licensing and inspection of vehicles.
- (5.) Arms and ammunition licensing and control.
- (6.) Messenger service control.
- (7.) Immigration, passports, permits, &c.
- (8.) Censorship of films.
- (9.) Dog-tax collection and registration.
- (10.) Ordnance stores, caretakers, and control.
- (11.) Cattle rangers and poundkeepers.

No. 1 should be performed by a volunteer fire brigade formed by residents.

Owing to the conditions existing here, civil administration having only come into force in 1920, and the smallness of the community, it has been found necessary to require the police to undertake duties not strictly police duties. Figuratively, they have been of necessity made the handymen of the village and Departments. This should be taken into account in the yearly cost of the Police Department.

Messenger Service.—The messenger-service is under the direction and control of the police. The present strength is ten. Five are despatched every Tuesday to carry and deliver mail-matter all over Upolu (a postal service), and the other five deliver mail-matter and Court processes in Apia and district.

The Native police are recruited from the messenger service: this system works satisfactorily.

Police Efficiency.—In European countries police efficiency is judged by two standards—(1) prevention of crime, (2) low percentage of undetected offences. Here, with a few whites, a Native population with old tribal customs, habits, &c., a class of Chinese indentured labourers, and the Police Force centred in Apia, the test is not applicable as compared with European countries or New Zealand.

The conduct of both European and Native members of the Force has been good, and few disciplinary punishments have been inflicted.

PRISON AND MENTAL HOSPITAL.

Vainea Prison.—The buildings and premises have been kept thoroughly clean and sanitary and in good repair. The staff consists of the Gaoler (European), Chief Warder (Native), eight Warders (Native), and two wardresses (Native)—a total of twelve.

Prisoners.—The daily average of prisoners confined is forty to forty-five. At present there are in prison twenty-nine Samoans, one half-caste, and ten Chinese coolies. During the year the prisoners have been employed roadmaking, stone-crushing, firewood-cutting, and keeping Government lands and grounds clean. The health of the prisoners has been good. A doctor attends at the prison in cases of sickness.

Mental Patients.—These are housed in a separate building in the Gaol grounds. They number at present two males and two females (all Samoan). They are kindly treated by their attendants, and visited by the doctor on his calls.

RETURN SHOWING THE NUMBER OF OFFENCES REPORTED, THE NUMBER OF OFFENCES FOR WHICH PERSONS WERE APPREHENDED OR SUMMONED, AND COMPARISON OF CRIME DURING THE YEAR ENDED 31ST DECEMBER, 1920, AND YEAR ENDED 31ST DECEMBER, 1921.

Offences.	1920.	1921.						Offences reported.	
	Number of Offences reported	Number of Offences reported.	Number of Offences in which Arrest or Summons resulted.	Number convicted.		Number dismissed or withdrawn.		Increase.	Decrease.
Misleading Justice—				M.	F.	M.	F.		
Bribery	1	1	1	1	..	..	..	1	..
Bribery, attempted	1	..	..	..	..	..	..	..	1
Contempt of Court	3	2	2	2	..	..	..	..	1
Obstructing course of justice .. .. .	..	2	2	2	..	..	..	2	..
Fabricating evidence .. .. .	..	2	2	2	..	..	..	2	..
Intimidating witnesses .. .. .	..	1	1	1	..	..	..	1	..
Escapes and Rescues—									
Escaping from legal custody	2	2	2	..	..	2	..	..	..
Offences against Morality—									
Buggery	1	..	..	..	..	..	..	..	1
Adultery	4	4	4	3	1	..	..	..	..
Offences against the Person—									
Wounding with intent to do grievous bodily harm	2	12	12	11	..	1	..	10	..
Assault, conspiring to .. .. .	..	3	3	..	..	3	..	3	..
Assault with intent to commit crime	1	..	..	..	..	..	..	..	1
Assault, common	54	42	42	33	..	7	2	..	12
Manslaughter .. .. .	..	2	2	2	..	..	..	2	..
Threatening to kill .. .. .	..	3	3	3	..	..	..	3	..
Carnally knowing girls under twelve years of age .. .. .	..	2	2	2	..	..	..	2	..
Murder, attempted .. .. .	..	8	8	7	..	1	..	8	..
Suicide, attempted .. .. .	..	1	1	1	..	..	..	1	..
Murder, conspiring to commit .. .. .	..	1	1	..	..	1	..	1	..
Rape, attempted .. .. .	..	5	5	..	..	5	..	5	..
Indecent assault .. .. .	..	4	4	3	..	1	..	4	..
Offences against the Rights of Property—									
Theft from dwelling .. .. .	..	5	4	3	..	1	..	5	..
Theft	94	128	109	91	2	16	..	34	..
False pretences	1	2	2	1	..	1	..	1	..
Burglary	6	2	2	2	..	..	..	..	4
Burglary, attempted	1	..	..	..	..	..	..	..	1
House and shop breaking	10	27	18	11	..	7	..	17	..
Forgery	3	6	6	4	1	1	..	3	..
Fraud	1	6	6	4	1	1	..	5	..
Receiving stolen property .. .. .	..	7	7	1	..	6	..	7	..
Fraud, attempted .. .. .	..	1	1	1	..	..	..	1	..
Trespass	13	2	2	1	..	1	..	..	11
Embezzlement .. .. .	..	2	2	2	..	..	..	2	..
Gaming offences	20	16	16	15	..	1	..	..	4
Arms Ordinance—									
Firearms, unlawfully in possession of .. .. .	..	3	3	3	..	..	..	3	..
Arms, failing to register .. .. .	..	4	4	4	..	..	..	4	..
Police Offences—									
Breach of peace, or behaviour with intent	23	54	54	45	..	9	..	31	..
Cruelty to animals	9	14	14	13	..	1	..	5	..
Drunkenness	8	1	1	1	..	..	..	..	7
Exposure of person and grossly indecent acts	6	2	2	2	..	..	..	..	4
Insulting language .. .. .	..	3	3	3	..	..	..	3	..
Intoxicating-liquor Offences—									
Samoans consuming liquor	20	1	1	1	..	..	..	..	19
Supplying liquor to Samoans	4	..	..	..	..	..	..	..	4
Smuggling liquor .. .. .	..	6	6	4	1	1	..	6	..
Breach of Distillation Act .. .. .	..	6	6	6	..	..	..	6	..
In possession of intoxicating liquor .. .. .	..	1	1	1	..	..	..	1	..
Lunacy .. .. .	..	1	1	..	1	..	..	1	..
Offences re Opium—									
Opium-smoking	16	6	6	4	..	2	..	..	10
Opium-smuggling	4	2	2	1	1	..	..	..	2
Opium, unlawfully in possession of .. .. .	..	18	18	14	..	4	..	18	..
Miscellaneous—									
Indentured labour unlawfully entering Samoan house .. .. .	..	7	7	7	..	..	..	7	..
Stills, unlawfully having .. .. .	..	3	3	3	..	..	..	3	..
Restricted immigrants, unlawfully landing .. .. .	..	9	9	9	..	..	..	9	..
Breach of Chinese Labour Contract Ordinance .. .. .	..	48	48	48	..	..	..	48	..
By-law Breaches—									
Discharging firearms	1	..	..	..	..	..	..	..	1
Cattle trespass	21	41	41	33	3	5	..	20	..
Obstructing thoroughfare	2	1	1	1	..	..	..	..	1
Stone-throwing	2	..	..	..	..	..	..	..	2
Negligent driving	14	17	17	17	..	..	..	3	..
Driving without lights	4	12	12	11	1	..	..	8	..
Rescuing impounded animals	2	..	..	..	..	..	..	..	2
Defective pig-fences .. .. .	..	2	2	2	..	..	..	2	..
Driving whilst unlicensed .. .. .	..	1	1	1	..	..	..	1	..
Totals	353	564	535	443	12	78	2	299	88

DEPARTMENT OF AGRICULTURE.

BEETLE-DESTRUCTION.

The work of suppressing the rhinoceros-beetle (*Oryctes nasicornis*) has been steadily maintained throughout the year. In last year's report the opinion was expressed that this destructive pest was fairly held in Upolu, and that provided no relaxation took place in the control measures employed no fear need be entertained as to the future. Since then a series of inspections covering the whole of the plantations in Upolu confirms the assurance given a year ago. The coconut-trees are healthy and prolific in bearing, and there are very large areas where there are no noticeable signs of the beetle. Some of these areas two or three years ago were so widely ravaged by the beetle that a complete extermination of the coconut-palms seemed possible. This applies to considerable areas in the Lefaga, Safata, Falealili, Lepa, and Lotofaga districts, in all of which new planting by the Natives has recently been taking place. The fact that the Natives have started replanting is evidence of the progress made by the Department in grappling with the beetle pest. The districts cited as showing most marked improvement are situated on the south coast of the island. It would appear that the beetle thrives better, or has a better chance of survival, on the north side, where the rainfall is lighter. Nevertheless, the district of Fagaloa, situated on the north coast, is among the cleanest in Upolu. Sporadic outbreaks of the beetle are, of course, continually occurring, but investigation of their cause invariably reveals neglect in keeping the plantations clean of decaying logs and vegetable refuse. It is safe to predict that if the cultivations are kept clean, coupled with the continued searching operations, the menace of the beetle will steadily diminish.

Beetle Ordinance, 1921.—Two important innovations were introduced into the new Beetle Ordinance which came into force at the beginning of the year. Hitherto the Natives were required to search for beetles throughout Monday forenoon of every week. The enforcement of a specified time for searching was found in practice to operate hardly upon the Samoans; consequently a regulation was embodied in the new Ordinance to permit them to search at their own convenience. A weekly quota is fixed for all villages, and every able-bodied male Native is required to find beetles, larvæ, and eggs to a number specified for his village, and to deliver the beetles, &c., so collected to the Pulenuu every Saturday at noon. This new regulation is greatly appreciated by the Samoans. Since the quotas were fixed a year ago it has been found necessary in several cases to reduce the number owing to the difficulty of finding beetles. These reductions in the quotas are made on the advice of the Pulefaatoagas, supported by the European Inspector.

The Pulefaatoagas.—The appointment of Pulefaatoagas (Native Plantation Inspectors) in connection with the new Ordinance has been a gratifying success. These officials (ten in number) make quarterly inspections of the Native cultivations within their respective jurisdictions, and after each inspection report to the Director. They issue instructions for the cleaning-up of lands, and exercise a general supervision over the Pulenuu. These Pulefaatoagas have already given evidence of their capabilities, and there is every reason for believing that, with the help and advice of the European Inspectors, they will develop into efficient, self-reliant officers, with a full sense of the responsibilities of their office.

LAND-CLEANING COMPETITION.

A land-cleaning competition was held during the year, and proved highly satisfactory, being the means of cleaning up approximately 12,760 acres of Native land.

REPLANTING AND FOOD RESOURCES.

The work of replanting the plantations, which was suspended on account of the beetle's ravages, is being carried out successfully. As an illustration of the progress made it may be mentioned that in the Lefaga and Safata districts alone, within the three months December–February last, approximately 8,500 coconuts were planted. Replanting on a similar scale is being done throughout the island. Formerly, through want of foresight or other causes, the Samoans occasionally ran short of food, and applications for assistance were usually made to the Government. No necessity for such applications has arisen within the last two years. The Department of Agriculture, acting through the Pulefaatoagas, has assisted in bringing about this desirable state of affairs by inducing the Samoans to exercise foresight and care in providing for sufficient food-supplies. Orders for planting are regularly issued by the Pulefaatoagas, who act largely on the recommendations of the visiting European Inspector from this Department. In addition to the coconuts already referred to, there have been planted in the Lefaga and Safata districts since December last large numbers of taros, bananas, tobacco-plants, and sugar-cane. "There are," writes the Inspector for those districts, "on an average about twenty-five men in each village, and each one has to plant twenty-five palm-nuts, three hundred taros, fifty bananas, twenty-five tobacco-plants, and fifty sugar-cane." These gratifying results have been arrived at without friction so far as the Samoans are concerned.

EUROPEAN PLANTATIONS.

While the large plantations controlled by the Crown Estates, in particular those at Mulifanua, Vaitele, and Vailele, have been maintained at the high standard of cultivation arrived at in recent years, there is a number among the minor cultivations the condition of which leaves much to be desired. Several properties—a few privately owned—have been practically abandoned, and are rapidly reverting to bush. In these cases there are no funds available from any source to meet the expense of cleaning them up. Under the circumstances, all that the Department has been able to do is to provide facilities for the Samoans to search over these derelict lands for the beetle, which, if entirely neglected, would become a menace to the surrounding cultivations. The Beetle Inspector allocated to the European lands has found it a hard task of late to keep things up to the mark. Our planters are at present experiencing very hard times indeed. High overhead charges, aggravated by the low prices ruling for tropical products, constitute a depressing factor which explains why some owners and occupiers are tempted to neglect the cleaning-up of their lands.

A further difficulty encountered on the plantations devoted to cacao is in the disposal of the empty pods, especially in the rainy season. If left about in heaps the pods attract the rhinoceros-beetle in large numbers, while if spread about the blocks there is a great danger of the spread of bark-disease. On the other hand, excepting in very dry seasons, it is very difficult to destroy the pods by burning, and, alternatively, if buried in shallow trenches they provide a favourite breeding-place for the beetle. The Department has suggested a form of trench, provided with a shelter, in which the pods may be burned in the green state, irrespective of weather conditions; or should the pods be required for manure, they may be treated with a fungicide and spread on the ground. Some of the plantation-managers have been accustomed to spread their pods over the blocks, and the Department has considerable difficulty in persuading them of the danger associated with this practice. Under adverse conditions it has been thought advisable to make a more lenient application of the provisions in the Ordinance relating to the cleaning-up of lands until the outlook brightens. There have been no applications during the past year for permission to open up new cultivations. This is no doubt accounted for by the high cost of labour in Samoa, which places our planters at a great disadvantage in competing with the products of those countries where labour is both cheaper and more plentiful.

SAVAII.

In September last an official visit of inspection was made to Savaii. This comprised a complete circuit of the coast, inspecting all the Native plantations along the route. The visit amply demonstrated the need for more stringent measures to cope with the beetle pest, as the position in Savaii is as not so satisfactory as in Upolu. The standard of cultivation in Savaii is inferior to that of Upolu, in fact which is sufficient to account for the serious ravages of the beetle in many places. During the inspection the system followed in Upolu of cleaning up *en bloc* one day in each week was introduced, and instructions were also issued on the spot for certain areas to be cleaned up forthwith.

The trouble in Savaii is due entirely to neglect to clean the cultivations, and the first step towards effecting an improvement is that of training the Pulefaatoagas, who at present are largely ignorant of their duties. In order to expedite this, the appointment of an additional European Inspector is recommended. Additional Pulefaatoagas have also been appointed. Savaii must be brought up to the Upolu standard, and to do this it will be necessary to have closer European supervision. There is, of course, the further difficulty to contend with due to the distance of Savaii from Upolu.

SUGGESTED METHODS OF CONTROL.

While the Department depends on clean cultivations and organized searching as the surest method of controlling the pest, some proposals for dealing with it from outside sources may be mentioned here. It was suggested that the weka be imported from New Zealand. The proposal received the Department's careful consideration, but the objections to the weka outweighed any advantage likely to occur, and no action was taken.

It is stated that the flame-tree (*Poinciana regia*) has a great attraction for the rhinoceros-beetle, and that the latter falls an easy prey owing to its legs and wings becoming involved in the exuding sap. Some six months ago the Department made inquiries regarding the tree, but the communications received from competent authorities were not encouraging. However, as the claim for the efficacy of the flame-tree is stated in some detail, further inquiries are being made, and seeds of it are being procured. It is worth mentioning that Samoa already has a species of the flame-tree which is believed to be *Poinciana regia*, but it is not found that it has any attraction for the rhinoceros-beetle, and it is probable that the beetle attracted by the flame-tree in other countries is not *O. nasicornis*.

Scoliid Wasps.—The value of these wasps as a means of beetle-control in Samoa is a matter for future investigation and consideration.

DISEASES AND PESTS.

Apart from the rhinoceros-beetle, diseases and pests affecting the coconut-palms in other countries are either comparatively negligible or entirely absent in Western Samoa.

Canker (Bark-disease).—There is some canker among the cacao-trees in a few plantations, but there have been no undue developments during the past year.

Pink Disease (Limumea).—An outbreak occurred of pink disease on one of the large plantations, and it was successfully dealt with. A few cases of limumea have been noticed, but this disease is usually confined to new clearings.

Lantana.—This prolific weed is very troublesome in places, particularly in the Aleipata district. The weed is also giving much trouble on the various partly abandoned European plantations.

Asclepius.—There have been several instances in which cattle have mysteriously died, and it is thought that their death has been due to this weed. A specimen of the weed has recently been forwarded to Fiji for analysis and report.

Flying-foxes.—The flying-foxes are a formidable nuisance, and constitute a difficult problem to deal with. Communications have lately been received from the authorities in New South Wales and Queensland on the subject. The Director of the New South Wales Department of Agriculture states: "A considerable amount of attention has been given to combating the pest, but so far with practically no success." A similar conclusion has been arrived at in Queensland, where various methods, including liquid fire and mustard-gas, have been used to destroy the foxes. The use of a virus has been suggested, but the Medical Officer of Health is apprehensive of the danger that might arise to human beings through infection.

Rats.—No special complaints have been received during the year of the rat nuisance in the plantations.

RAINFALL.

The following table of rainfall has been supplied by the Director of the Mulinu Observatory, Apia :—

Monthly Record of Rainfall for Year 1921.

					Total for Month.	Maximum for Twenty-four Hours.	Date of Maximum.
					mm.	mm.	
January	..	..	..	..	555.2	212.5	13th
February	..	..	..	..	304.1	70.0	12th
March	..	..	..	..	186.5	45.7	13th
April	..	..	..	..	432.6	120.5	15th
May	..	..	..	..	363.8	81.5	8th
June	..	..	..	..	101.9	30.0	1st
July	..	..	..	..	107.0	34.0	30th
August	..	..	..	..	58.6	9.4	22nd
September	..	..	..	..	143.9	49.0	30th
October	..	..	..	..	117.9	40.0	23rd
November	..	..	..	..	327.2	135.5	24th
December	..	..	..	..	336.8	91.2	28th

Total for year, 3035.5 mm. = 119.5 in.

COPRA.

A new Ordinance, devised to secure a better grade of copra, came into force in April last, and an improvement in the quality of the product has resulted. The standard of the copra now being produced by the Natives was never higher, and Western Samoan copra is easily ahead of that produced elsewhere in the South Seas. One feature of the regulation is that requiring all copra to be certificated before being offered for sale, the function of issuing certificate being delegated to the Pulenuus. There can be no doubt that this inspection by the Pulenuus has had a beneficial effect in raising the standard of the product.

The following table shows the exports of copra and the value thereof for the year 1921, with the corresponding returns for the previous year :—

Year.					Tons.	Value.
1921	..	..	..	..	7,428	£190,520
1920	..	..	..	..	7,474	£296,356

CACAO.

The Department continues to concern itself with endeavours to improve the quality of Samoan cacao. The process of preparation and the grading of the beans are matters that are receiving serious consideration. It has been alleged that the poor quality of Samoan cacao produced on some of the plantations is due to the varieties being cultivated here, but it cannot be too strongly emphasized that this is not so. The real cause of the trouble lies in defective preparation. Some of the splendid samples produced on a few plantations still command the best price on the market.

Exports of cacao for the year 1921, compared with those of the previous year, are appended :—

Year.					Tons.	Value.
1921	..	..	..	..	750	£36,363
1920	..	..	..	..	785	£90,222

It will be seen by the above figures how seriously the fall in values has affected the coconut and cacao industry of these islands.

EXPORT OF BANANAS AND LIMES.

The question of exporting bananas is held up, pending a solution of the difficulties of transport.

Samoan Limes.—In the early part of the year a small trial shipment of limes was despatched by the Department to Auckland, hoping that a market might be found in New Zealand for this product. Much to the Department's surprise, a communication was received from the merchant to whom they were sent stating that, although the fruit arrived in splendid condition, there was absolutely no market for it in Auckland, and he had been unable to dispose of the consignment.

PEANUTS.

At the instance of the New Zealand Board of Trade some samples of nuts grown on the Government farm were forwarded to a Christchurch firm of manufacturers. If sufficient inducement were offered Samoa could supply to a large extent New Zealand's requirements. In February last a second and larger parcel was forwarded to New Zealand for distribution among users and others likely to be interested. The sample of nuts sent has been favourably reported on, and fully demonstrates that peanuts of at least average commercial value can be grown in Samoa.

EXPERIMENTAL FARM.

Work at the farm during the past year has been largely confined to the raising of garden-produce. The Hospital and other Government institutions have received a regular supply of vegetables. The total revenue derived from this source amounted to £552 19s. 6d. Many varieties of vegetables typical of more temperate climates have been successfully cultivated, and the experiment has given impetus to the production of vegetables within the community. There has hitherto been a lack of garden-produce available to Europeans. It is hoped during the year to extend the garden at the farm, and to increase considerably the quantity of vegetables available to the public. The citrus-plants imported from California a little over a year ago are doing very well, and should form the nucleus of many such orchards in the future.

Chickens and Ducks.—Three pens of White Leghorn chickens and one pen of Indian Runner ducks arrived from New Zealand in April last. It has been found that these imported strains of purebred birds require great attention until they become thoroughly acclimatized. The Indian Runner ducks are more easily acclimatized, and those received are thriving well.

Stock.—Imports of stock for the year were—Five horses, 138 cattle, seventy-nine pigs, and one sheep. Exports were—Two horses, one cattle beast, and twelve pigs.

LANDS AND SURVEY.

During the year the Legislative Council passed Ordinances concerning the water-supply, street-alignment, &c., necessitating plans and detailed descriptions both for the water-supply area and the proposed hydro-electric scheme; also particulars of all properties intersected, and their approximate areas.

A resurvey of the old municipal area is being carried out. This resurvey is necessary in order that all properties within the area shall be brought under a common and true meridian. The previous surveys were made on separate meridians, owing to the fact that the late German staff was never sufficient to undertake a complete survey of the district.

The municipal district was divided into twenty-three circuits, of which eleven were completely traversed and platted on 1 : 1000, and co-ordinated in terms of the initial station at Mulinuū Observatory. The average limit of error in bearing was considerably below the New Zealand standard, and in chainage was 10 cm. per mile. All traverse points were marked by iron bolts or concrete stones, and all old work refixed in most of the circuits. It is hoped by the end of this year to have the whole area, including all internal work, completed, and to be able to issue lithographic plans showing all details of building alignment, features, &c.

Surveys were made of the whole of the pipe-line to the source of the water-supply, and the various properties affected were defined, and the portions to be dealt with renumbered and indexed.

Survey expeditions were twice sent around both Savaii and Upolu as well as Manono to define boundaries and claims for the purpose of investigation by the Land and Titles Commission. During these expeditions, when possible, surveys for Native leases or other purposes were also made.

All the old Flur or block-maps of the former German Administration were mounted and copies made, and most of the preliminary surveys for Land and Title Commission purpose were replotted and classified on a uniform standard sheet, making them more readily suitable for future reference. Duplicate plans showing the properties within the former plantation and municipal districts with references to numbers, owners, and, in many cases, Grundbuch registration data, were prepared and forwarded to the Registrar of the High Court.

During the year most of the arrears of work (surveys waiting completion) were overtaken, which means that for the current year ample time should be available for the proposed coastal traverse and completion of the resurvey of the former municipal district.

Complete maps of both Upolu and Savaii, as well as district maps of the former municipality and the plantation districts, were prepared showing all Government properties and properties taken over under the Crown Estates Order. Plans of both Upolu and Savaii were also prepared, showing available data at the time of compilation. These plans were redrawn and lithographed in colours in the New Zealand Government Printing Office, Wellington.

Native Leases and Purchases.—Thirty-eight applications to purchase or lease Native lands were received, investigated, and reported on for approval or otherwise.

A summary of the year's work is appended, as follows :—

Field-work : Land and Title Commission surveys, 27 ; boundary and subdivisional surveys, 18 ; leasehold surveys, 3 ; road surveys, 2 ; official surveys, 19 ; town surveys, 11 : total, 80.

Office-work : Original plans, Land and Title Commission surveys, 42 ; tracings of same, 66. Original plans of leasehold surveys, 6 ; tracings of same, 12. Original plans, boundary and subdivisional survey, 12 ; tracings, 63. Original plans, general surveys, 6 ; tracings, 64. Original plans of compiled maps of Western Samoa, 2 ; tracings of same, 2. Original plans, official surveys, 8 ; tracings issued to various Departments, 88. Plans mounted, 18. Totals : 94 plans and 295 tracings.

Plans as under were registered and recorded : Native compass surveys in Upolu, 25 ; Native compass surveys in Savaii, 12 ; compass or prism surveys in Upolu, 7 ; diverse survey plans, 15 ; previously recorded, 1,049 : total, 1,108.

FINANCE.

REVENUE.

The revenue for the financial year ended 31st March, 1922, including a subsidy of £16,000 from the New Zealand Government, is as follows :—

	£	s.	d.
Native taxes	8,725	8	6
Customs and Marine	85,128	12	1
Fees of Court, &c.	10,747	0	8
Post Office	5,064	0	8
Wireless	2,905	6	0
Miscellaneous	6,998	18	11
Subsidy from New Zealand Government	16,000	0	0
	<u>£135,569</u>	<u>6</u>	<u>10</u>

NOTE.—The subsidies to the Samoan revenue from New Zealand are based on the additional cost of the Medical and Education Departments expended since the New Zealand Government accepted the Mandate, and on the cost in excess of revenue of the wireless-station.

EXPENDITURE.

Ordinary Expenditure (excluding special public-works programme, paid for out of loan).

PERMANENT CHARGES.

	£	s.	d.
Administrator and the Legislature	4,897	2	6
Secretariat	2,581	10	1
Native Department	10,043	18	8
Savaii Section	6,339	17	0
Aleipata Section	848	0	8
Treasury	4,189	6	1
Customs and Marine	2,403	13	1
Harbourmaster's Section	7,120	0	6
Justice Department	5,008	3	7
Police and Prisons Department	13,494	3	10
Medical Department: (a) Clinical Division; (b) Public Health Division	22,690	4	7
Agriculture	4,444	6	0
Chinese Department	3,672	11	1
Postal Department and Savings-bank	4,692	16	10
Wireless Department	6,222	11	3
Education Department	5,236	17	0
Miscellaneous	15,253	6	11
Stores Department	3,002	11	5
Land and Survey Department	2,624	4	10
Public Works Department	14,010	17	6
Public Works Department (non-recurrent)	1,407	6	9
<i>Less</i> Stores Department expenditure recoverable from other accounts	140,183	10	2
	<u>£137,180</u>	<u>18</u>	<u>9</u>

Extraordinary Expenditure on Public Works Programme.

	£	s.	d.
Prior to 31st March, 1920	14,902	0	4
1920-21	29,434	3	10
1921-22	49,229	1	2
1921-22 (estimate stores held in this account for completion of programme)	18,000	0	0
Total Extraordinary Expenditure to 31st March, 1922	<u>£111,565</u>	<u>5</u>	<u>4</u>

Details of Public Works extraordinary expenditure for 1921-22 (revised estimates) are as follows :—

	£	s.	d.
Hospital, Apia, out-stations and leper station	11,362	8	9
Post Office additions	38	3	10
Steam-laundry	3,651	0	5
Electric light, Vailima	486	9	6
Customs new building and extensions	851	5	6
Motor-transport park	421	14	9
Public Works plant	1,168	2	10
Hotel equipment and improvements	2,360	2	7
Apia waterworks	4,420	10	9
Channel and passage improvement and harbour-dredging ..	142	8	6
Native water-supplies	2,605	7	8
Quarters (renovation)	1,109	8	0
Wireless quarters	416	4	5
New quarters—Construction	2,197	0	0
Police-station headquarters	400	0	0
Reclamation for protection of roads	772	1	1
Roads and bridges	15,610	11	11
Additions to central offices	750	14	5
District schools	465	6	3
	<u>£49,229</u>	<u>1</u>	<u>2</u>

Until this year (1922) the sums required for extraordinary expenditure were provided by the New Zealand Government free of interest. £25,000 is now given the Samoan Administration free of interest and sinking fund, and the balance bears interest at 5 per cent., and sinking fund at 1 per cent.

REVENUE AND EXPENDITURE FOR 1921-22 COMPARED.

	£	s.	d.
Revenue, including subsidy, is	135,569	6	10
Ordinary expenditure is	137,180	18	9
(Showing an excess of ordinary expenditure over revenue of £1,611 11s. 11d.)			
Extraordinary expenditure is	49,229	1	2
Total expenditure is	<u>£186,409</u>	<u>19</u>	<u>11</u>

TABLE A.—STATEMENT OF LIABILITIES (LIQUID) AND ASSETS ON THE 31st MARCH, 1921.

<i>Assets.</i>	£	s.	d.	£	s.	d.	<i>Liabilities.</i>	£	s.	d.	£	s.	d.
Cash in hand ..	387	11	0				Advances ..				23,879	3	0
Cash at bank ..	2,132	15	10				Reserves ..				12,585	13	4
				2,520	6	10	Deposits ..				3,679	17	4
Imprests ..				21	7	5	Deposits, Savings-bank—	£	s.	d.			
Stores unallocated ..				36,098	8	2	Investments as per						
German currency ..				95	9	3	contra ..	13,592	0	0			
Advances							Transfer funds in New						
War special ..	6,195	1	6				Zealand ..	5,576	14	9			
Sundry ..	22,001	2	11				Current account ..	2,479	19	10			
				28,196	4	5					21,648	14	7
Loan Works Account							Suspense ..				2,105	6	0
Water-supply ..	15,050	9	11				Loan Account ..				44,336	4	2
Other works ..	29,285	14	3				Currency notes ..				45,000	0	0
				44,336	4	2	Excess of assets over						
Investments							liabilities ..				27,329	3	6
General ..	55,704	1	8										
Post Office savings-bank	13,592	0	0										
				69,296	1	8							
				<u>£180,564</u>	<u>1</u>	<u>11</u>					<u>£180,564</u>	<u>1</u>	<u>11</u>

TABLE B.—STATEMENT OF ASSETS (LIQUID) AND LIABILITIES ON THE 31ST MARCH, 1922.

[illegible]

During the year the Treasury undertook a new branch of work in the centralization and control of departmental and "commercial undertaking" accounting. Numerous commercial and costing accounts were opened and subsidiary books commenced. Included in these activities is the finance of the importation and cost of Chinese labourers, and the collection, by quarterly instalments from employers, of all these costs and taxes. This new work is in the direction of improved efficiency, and has already affected considerable savings to the Administration.

It will be noticed that the total of stores held are shown as "Unallocated," £12,476 17s. 2d.; on "Loan Account" as £18,000: total, £30,476 17s. 2d. As these stores were purchased at high rates, they have been written down very considerably, funds for the purpose being supplied from reserves and from surplus balances from other stores accounts. The curtailment of "Loan Account" funds and of the Public Works "Loan" programme has caused this large holding of material to become a financial embarrassment, and steps are being taken to dispose of certain stocks.

Details are awaited of the settlements made with the Hong Kong Government in connection with the importation of Chinese labourers. When these are received, the large balances shown in the various Chinese Accounts and the New Zealand Treasury Settling Account can be reduced.

The Public Works programme provided for under this account has been curtailed to include essential works only, and a slowing-up of expenditure has followed a reduction in the personnel of the Public Works Department.

WESTERN SAMOA.

SUPPLEMENT TO REPORT TO LEAGUE OF NATIONS

FOR PERIOD 1ST APRIL, 1921, TO 31ST MARCH, 1922.

QUESTIONNAIRE.

THE Special Mandates Commission of the League of Nations prepared and forwarded to the several Mandatories a special *questionnaire* to assist the latter in the preparation of their reports and to ensure to the former the full information on all vital matters connected with the administration of each Territory. This *questionnaire* did not reach the New Zealand Government until after its first report had been prepared. The *questionnaire* and the answers are therefore now attached to the Second Report.

The questions in the *questionnaire* are answered as follows:—

I. SLAVERY.

- (a.) 1. *What measures are being taken with a view to ensuring the suppression of the slave trade?*
No slave trade exists.
2. *What results have been obtained?*
- (b.) 1. *Is slavery recognized legally?*
No.
2. *Does domestic or other slavery still exist? Give statistics.*
No.
3. *What are the principal causes of slavery (gambling, drink &c.)?*
4. *Is the pledging of a person recognized legally?*
No.
5. *Under what conditions can a slave get his freedom?*
6. *What measures have been taken, or are being taken, to provide for the emancipation of slaves and to put an end to all slavery, domestic or otherwise?*
No measure necessary.
7. *Is there any time-limit fixed for the emancipation of slaves? If in the affirmative—how long is the period?*

II. LABOUR.

- (a.) 1. *Have measures been taken to ensure, in accordance with Part XIII of the Treaty of Versailles, the taking into consideration of conventions or recommendations of International Labour Conferences?*
These conventions or recommendations have no application in the Territory.
2. *Are these conventions or recommendations being carried into effect?*
They do not apply.
3. *By what other provisions is free labour protected?*
The labour has the same protection that similar labour enjoys in the Dominion of New Zealand.
- (b.) 1. *What are the measures intended to ensure the prohibition of forced labour for purposes other than essential public works and services, and what are the effective results of these measures?*
No measures are necessary.
2. *For what public services is forced native labour required? How is this regulated?*
None.
3. *Are there any other forms of forced labour, such as labour in lieu of taxation, maintenance of highways, &c.? If in the affirmative, how are these regulated?*
No labour in lieu of taxes. As to maintenance of highways, weeding and keeping clean roads and streets is required of all landowners, Native and non-Native. Suppression of rhinoceros-beetle by collection of beetles, larvæ, and eggs is required of all male Natives, who own most of the coconut-palms, and of all other owners of plantations, and of employers of labour. A copy of the relative Ordinance has already been forwarded to the League of Nations.
- (c.) 1. *How is the recruiting of labour required by private enterprise organized and regulated? Does the Administration participate in this recruiting?*
There is no recruiting of Samoans for definite periods under contract, and no organization exists. Native Samoans are employed as day labourers by private enterprise and by the Administration, but they do not form a satisfactory source of labour. Samoans are encouraged to take contracts for roadmaking, &c., and some small works have been executed by this system.
2. *Does the Administration allow recruiting in the mandated area of labour for another territory? If so, under what conditions?*
No.

3. *Is there any system of indentured (Chinese or other) labour in the Territory? If so, what are the conditions of indenture, and what steps are being taken to provide for the moral and material well-being of the Natives of the Territory, vis-à-vis the indentured labourers?*

Chinese labour is imported by the Administration on contract. Copy of contract (Appendix A) is attached. This contract is individually explained to each coolie by a responsible official of the Hong Kong Government.

The material well-being of the Samoan Natives is not affected, except beneficially, through the maintenance of trade and revenue by means of this labour. Further, without this labour the cultivated plantations would soon be devastated by the rhinoceros-beetle and become breeding-grounds for this pest, and so a real menace to the existence of all native plantations.

The moral well-being of the Samoan Natives is not affected except that largely owing to the cessation of regular repatriation during the war, in a small number of cases Chinese labourers have taken unmarried Samoan wives. The number of issue is small. An Ordinance is now in force prohibiting Chinese entry to Samoan houses.

4. *What compulsory and disciplinary measures are authorized with respect to Native labour?*

None.

5. *What powers has the Administration for controlling labour contracts in order to ensure their loyal fulfilment both on the part of employer and employed, and what powers does it possess to prevent any abuses in this respect?*

None, so far as Samoans are concerned. As to Chinese, see Ordinances already forwarded.

III. ARMS TRAFFIC.

1. *What measures are being adopted to control the traffic in arms and ammunition?*

The Arms Ordinance, 1921, prohibits importation or sale of guns or ammunition except under license. No person can purchase without license. All holders of guns must be licensed.

2. *What are the statistics relating to imports of arms and ammunition of different categories?*

Firearms imported during period 1st April, 1921, to 31st March, 1922: Rifles, 4 (·303 calibre, 1; ·44 calibre Winchester, 1; ·22 calibre B.S.A., 2); guns (smooth bore), 12 gauge, 4; revolvers, ·45 calibre Webley, 1; pistols (for police), ·45 calibre Colt, 12; total, 21.

Ammunition imported, same period: Shot cartridges, ·410, 1,250; ball cartridges (for police purposes), ·45, 1,000.

IV. TRADE AND MANUFACTURE OF ALCOHOL AND DRUGS.

1. *What steps are being taken to assure the prohibition of abuses of the liquor traffic?*

Importation and manufacture of liquor containing more than 3 per cent. proof spirit are absolutely prohibited by the Samoa Act, 1921, sections 336 to 341, except importation by the Administrator for medical, sacramental, or industrial purposes. Such importation, and the disposal of the liquor so imported, is controlled by the Samoa Sale of Intoxicating Liquor Regulations, 1920, and the Board of Health Regulation No. 1 (Sale of Intoxicating Liquors).

2. *How is the campaign against alcoholism organized?*

All liquor on board ship must be declared in writing on arrival, and is placed at once under Customs seal, which seal must be unbroken when the ship sails. Occasionally a search of a vessel is made. A watch is maintained over every overseas vessel while in harbour, and also on all craft communicating with her.

Inland the police visit all districts as often as possible, and all suspicious circumstances and all items of information are followed up by the police and Customs acting in concert.

3. *What are the effects of these measures (statistics relative to the import and to the local manufacture of alcoholic liquors, &c.)?*

In all fourteen cases were taken to Court, all leading to convictions. Four were for smuggling, including one for making a false declaration and concealing the liquor till a search of the steamer disclosed it; five were for illegal consumption of liquor by Samoans; four for distilling liquor from cocoa-beans and mummy-apples; and one for brewing hop-beer over 3 per cent. of proof spirit.

The general effect is that smuggling is kept within a very small compass, only the high price offered (£3 and upwards per bottle) tempting a few people to attempt to evade the watchmen. The local manufacture is confined to an odd coolie concealing in the forest a crude apparatus in which he distils a small quantity of cocoa-bean or mummy-apple juice. A coolie caught red-handed was imprisoned for twelve months, but the mere destruction of the plant was no deterrent, as it can easily be replaced.

Imports during the year ended 31st March, 1922: For medicinal purposes—Whisky, 50 gallons; brandy, 33 gallons; port wine, 16 gallons. For sacramental purposes—Altar wine, 250 gallons.

4. *What are the countries of origin of alcoholic liquor, other than wine and beer, imported into the Territory?*

United Kingdom: imported via Fiji.

5. *What measures have been taken to assure the prohibition or regulation of the importation, production, and consumption of dangerous drugs?*

All baggage is searched and all invoices closely scrutinized by the Customs. With the exception of one reputable chemist, all dispensing and sale is done by Administration doctors.

V. LIBERTY OF CONSCIENCE.

1. *What measures are being taken to guarantee liberty of conscience and religion?*

Missionaries pursue their calling without restriction. No discrimination is made against any form of religious belief. There is absolute freedom of conscience.

2. *What restrictions have been laid down for the maintenance of public order and morality?*

In general the restrictive laws for the maintenance of public order and morality are the same as those of the Dominion of New Zealand.

3. *Is there free exercise of religious worship and instruction?*

Yes.

4. *If not, what restrictions are there to limit such exercises?*

5. *What are the results of such restrictions?*

VI. MILITARY CLAUSES.

1. *Are there any fortresses or military or naval bases?*

No.

2. *What are the forms of Native military organization and instruction?*

None.

3. *Are there any police forces independent of the military charged with the defence of the Territory?*

The Police Force is a Civil Force.

What is the respective importance of these two forces and the amount spent on each?

4. *In what respect is the military organization of the Mandated Territory different from that in force in the neighbouring possessions of the Mandatory Power?*

Neither in the Mandated Territory nor in the neighbouring Pacific possessions of the Mandatory Power (New Zealand) is there any military organization.

VII. ECONOMIC EQUALITY.

1. *What derogations are there to the principle of economic equality as regards—*

- (a.) *Concessions?*

Certain small properties expropriated from Germans under the Peace Treaty have been offered for sale or lease, the offer being restricted to Samoan-born persons and British subjects. Otherwise there is no discrimination.

- (b.) *Land tenure?*

There is no economic discrimination against any nationality. Natives pay a smaller poll-tax than non-Natives.

- (c.) *Mining rights (in particular prospecting)?*

Same remarks apply.

- (d.) *Fiscal regime (direct and indirect taxation)?*

Same remarks apply.

- (e.) *Customs regulations (imports, exports, transit)?*

An import duty of 22½ per cent. on non-British goods as against 15 per cent. on British goods. German and Austrian goods may not be imported without a license from the executive authority. No other derogation from the principle. (See Samoa Customs Order already forwarded to the League of Nations.)

2. *What immigration laws are there?*

See Samoa Immigration Order, 1920, and its amendments.

VIII. EDUCATION.

1. *What steps are being taken for the elementary education of the Natives of the territory (organization and statistics)? Is this education free to all Natives, and, if not, in what case is it free?*

The elementary education of the Natives of Western Samoa is necessarily carried on at present for the main part by the different missionary bodies operative in the territory—viz., the London Missionary Society, with 21,225 adherents; the Wesleyan Methodist Mission, with 5,806; the Roman Catholic Mission, with 5,284; and the Mormon Mission, with 634 adherents.

The pastors of the London Missionary Society and the Methodist Missions are not only pastors but also school-teachers, and it is part of the pastor's duty to carry on a school in his village. So it arises that in every village there is at least one school, and it may be two

or three. These are known as the village or pastors' schools. In these schools there are usually six divisions or grades, but as a general rule the numbers in the upper divisions or grades (say, 5 and 6) are small. The subjects taught are reading (Samoan), writing, arithmetic, Scripture, English, and geography, and also in some schools, now, history.

There are also the Marist Brothers' and Marist Sisters' Schools in Apia. In both schools boys and girls, as the case may be, of all classes are admitted—whites, half-castes, and Natives. The roll number of the Marist Brothers' School is 300, and of that number 140 are pure-blooded Natives. The roll number of the Marist Sisters' School is 170, and of that number about 50 are pure-blooded Native girls.

All these mission schools are controlled exclusively by the several missions.

According to returns sent in by the missions in a previous year, the numbers in attendance at all schools was close on 10,000, but this number included all being educated in village schools, district schools, high schools, and colleges. The number of students in schools of a higher grade than the village schools would be under 500, so that the large majority of those receiving instruction would be in the village schools.

The Administration also has schools, and these schools are being gradually developed. In Apia, in addition to the school for white and half-caste children (roll number 192), attended for the most part by half-caste children, there being only thirty-four white children in attendance, there is a school for Native boys and girls with a roll number of 121. The number in attendance could be increased greatly if only the necessary accommodation and the necessary white teachers were available.

As already stated in previous report, at the Educational Conference held in December, 1920, a provisional scheme was put forward for adoption. According to this scheme there are to be, in the meantime, schools of three grades:—

Mission schools.

1. First-grade schools (village schools).

2. Second-grade schools (sub-district schools).

Government schools.

3. Third-grade schools (district schools).

Higher education is to be met by the granting of scholarships. The work in all these schools will be, for some years to come, mainly if not entirely elementary.

In pursuance of this scheme, the New Zealand Government has set apart one of its properties known as the Vaipouli Estate, in Savaii, for educational purposes, and the necessary steps have been taken for the establishment on the estate of a district school for Savaii. The school will be opened on the 9th May. The number in attendance at first will be seventy.

Preparations have been made also for the opening of a district school in Upolu. The boys have been in large part chosen, and will enter the school, to be carried on in the meantime at Malifa in conjunction with the other Native school there, almost immediately. The number in attendance will be, as in the case of the Vaipouli School, seventy.

Education in the case of practically all schools for Natives is free. A charge is made at the Marist Brothers, also at the Marist Sisters. At the Mormon schools no charge in money is made, but help in kind is expected. At the Government school for whites and half-castes a charge is made; at the Government school for Natives no charge is made.

2. *What steps are being taken to provide for higher education for the Natives, such as medical, veterinary, and technical?*

Scholarships: Four boys have been sent to New Zealand to attend St. Stephen's School, Auckland, for a period of three years' general education. It is proposed to send four boys every year.

Medical: The Medical Department has arranged for the training of a number of approved Samoan girls as nurses. The girls receive theoretic instruction, practical training, and at the end of three years' course are examined for certificates. Provision is to be made for taking several boys to be trained as medical assistants.

Leulumoeaga High School: At Leulumoeaga High School the London Missionary Society have had for years a carpenter's shop, and training is given in carpentry and cabinetmaking. Training is also given in simple smithery, and instruction in practical agriculture. Number in attendance, 100.

Methodist High School and College, Lufi-Lufi: Number in attendance, 120. Practical instruction in carpentry and cabinetmaking has been given in these and other Methodist district schools, and it is hoped to extend the work.

Government Schools, Malifa: At the Government schools, Malifa, instruction in wood-work is given.

3. *In what languages is instruction given in the different categories of schools?*

In the Government schools in Apia, both at the Ifi-Ifi School and Malifa Schools, instruction is given entirely in English. Instruction in English is also given at the Marist Brothers' School, Apia. The Native girls at the Marist Sisters' School are instructed partly in English and partly in Samoan. In practically all other schools the instruction is given in the Native tongue—Samoan.

4. *Are Mission schools compelled to submit to certain conditions? If so, what?*

No conditions are imposed.

IX. PUBLIC HEALTH.

1. *What steps are being taken in the Territory to provide for public health, sanitation, and to combat endemic and epidemic diseases?*

(a.) PUBLIC HEALTH ADMINISTRATION.

A preliminary survey of Western Samoa in 1920 showed the necessity for the establishing of a Division of Public Hygiene in addition to the Division of Clinical Medicine and Hospitals already established. By the Samoa Health Order, 1921 (*N.Z. Gazette* Extraordinary No. 17, of 16th February, 1921) a Board of Health was constituted, and the Medical Service divided into the two divisions mentioned above. The work of the Division of Public Hygiene commenced with the arrival of the Medical Officer of Health in May, 1921.

The Ordinances of the German Government, and those of the old Municipality of Apia, were found to be inadequate for present-day purposes, and were therefore replaced by the Samoa Health Ordinance (No. 19, 1921).

The Board of Health constituted under the Samoa Health Order, 1921, is empowered to make regulations for the conservation and promotion of the public health, and in pursuance of the powers thus conferred it has made regulations as under:—

No. 1: Regulation for the Sale of Intoxicating Liquors.—These regulations prescribe the procedure necessary to obtain alcohol for medicinal purposes.

No. 2: Regulations for the Purpose of Preventing or Checking the Spread of Infectious Diseases.—These regulations deal with rats and their destruction.

No. 3: Regulations providing for the Registration of Births and Deaths of Samoans.—The system of registration in force since 1905 gave very little information except the total number of births and deaths. The age at death was so crudely indicated as to be of no practical value. That approximately 70 per cent. of the total deaths are of children under the age of fifteen or thereabouts indicated the advisability of obtaining more detailed information, and the new regulations, which are similar to those governing the registration of births and deaths of Maoris in New Zealand, are expected to furnish the information required.

In addition to the above, the following regulations are at present under discussion:—Regulations as to Rubbish and Refuse Containers.

Regulations in respect of Buildings, Drainage, and the Structure and Cleansing of privies.

(b.) SANITATION.

Sanitation of Native villages is intimately associated with hookworm-control, and is dealt with under the heading of "Uncinariasis."

(c.) ENDEMIC DISEASES.

Of the more important tropical diseases only three are prevalent in Samoa—uncinariasis, framboesia, and filariasis.

Uncinariasis: Of the total Native population of 33,000, over 90 per cent. harbour hookworms, and of these only a small percentage receive treatment. Fortunately, although the percentage of infected individuals is high, the degree of individual infection is not as great as would be anticipated. The problem of coping with this disease and bringing it under control is primarily one of introducing sanitary conditions in the Native villages, and at the present time arrangements are being made for carrying out a propaganda campaign. The International Health Board (Rockefeller Foundation) has offered to co-operate in every possible way, and the Administration, taking advantage of this offer, is purchasing the materials required from the Board. The work of this Board has been studied in their reports, and also in the field, and the intention is to carry out the work in Western Samoa on the same lines.

Framboesia: This disease is very prevalent, especially amongst the younger members of the community. The Samoans, however, now recognize the value of treatment by injections of novarsenobillon (the preparation in use in Samoa for this condition), and as the Medical Service extends to the more outlying districts this disease will speedily be brought under control.

Filariasis: It is estimated that filarial embryos are present in the blood of about one in four of the Native population, but the effects of their presence are not evident in all those affected. Until a satisfactory method of dealing with this parasite has been discovered, little advance in combating this disease is to be expected. Hookworm and framboesia are at present more pressing problems than mosquito-control.

(d.) EPIDEMIC DISEASES.

Western Samoa has been free from epidemics since the influenza epidemic of 1918, with the exception of a mild one of measles in 1921. Most of the population had been rendered immune by previous epidemics in 1911 and 1916, and by sporadic cases occurring at intervals.

In the event of the outbreak of any infectious disease in Western Samoa, the Medical Officer of Health, on the authority in writing of the Administrator, may exercise any or all of the wide powers conferred on him by sections 19 and 20 of the Samoa Health Ordinance, 1921.

Under the Samoa Quarantine Order, 1920, ample powers are given for dealing with shipping from overseas, both as to infectious diseases and any other disease the introduction of which into Samoa might constitute a danger to the public health. Weekly reports as to health conditions in New Zealand are received by radiogram, and the fortnightly health bulletins received in New Zealand from the High Commissioner in London are also forwarded.

At present special precautions regarding passengers and cargoes from Australia are taken, owing to the presence on that country of bubonic plague. These precautions are—

In Sydney—

- (a.) Fumigation of ship before cargo loaded.
- (b.) Cargo loaded under inspection by an officer of the Federal Quarantine Service.
- (c.) Medical inspection before sailing.

In Apia—

- (a.) Passengers and crew examined for any evidence of plague.
- (b.) All cargo landed under supervision, any suspicious package being opened and examined before being landed.
- (c.) Rejection of goods packed in such a manner as to afford harbourage for rats. Flour and other foodstuffs in sacks are exempted from this restriction.
- (d.) Cargo worked only between hours of sunrise and sunset. (NOTE.—There is no deep-water wharf in Apia, and therefore all cargo is lightered.)

2. *What provisions are made for medical assistance?*

A General Hospital is situated at Apia with facilities for treatment of Europeans, Samoans, and Chinese. The staff includes five medical officers (including the Chief Medical Officer in charge of the Clinical Division of the Health Department) and nine European nurses, four Native cadets (male), and nine Native nurses (female) are under instruction. An out-station is established at Tuasivi, in the Island of Savaii, with a staff of one medical officer and two Native nurses. It is proposed to establish other out-stations. Medical expeditions occasionally journey round the islands, treating sick in the villages visited. Fees of moderate amount are charged for medical services and medicines.

3. *What is the actual situation as regards prostitution, and what steps are being taken in this matter?*

Prostitution is confined to the amateur. The keeping of brothels is forbidden (Samoa Act, 1921, section 139).

X. LAND-TENURE.

1. *What system of land-tenure and forest law exists? How are they legally recognized? What lands are considered as belonging to the State, and what are regraded as communally owned?*

All the land is either—

- (a.) Crown land, being the land of the former German Government and land expropriated from Germans;
- (b.) European land, being all the other land of which the title is individualized (this is held as by grant from Crown); or
- (c.) Native land, being the land held by Samoans under the usages of the race (these lands are vested in the Crown in trust for the Samoans).

(See Part IX of the Samoa Act, 1921.)

2. *What measures are being adopted for the registration of landed property?*

The titles to Crown and European land are registered under an efficient system by the Government. The titles to Native land are, when in dispute, adjudicated on by a Commission whose proceedings are of record. (See Samoa Land Registration Order, 1920.)

3. *What are the regulations for the alienation of land in which Natives or Native communities exercise rights by virtue of heredity or use?*

Alienation of Native land by sale, lease, or mortgage, other than alienations in favour of the Crown, are prohibited. Leases up to forty years may be granted if in the interests of the Natives. (See Part IX, Samoa Act, 1921, section 280.)

4. *What other measures are being taken to protect the rights and interests of Natives and Native communities in respect to land (usury, forced sale, &c.)?*

Usurious contracts with Natives are unenforceable (see section 366, Samoa Act, 1921). Native land is not capable of being taken in execution, nor is it assets for payment of debts of the owner on his decease or insolvency (see section 280, Samoa Act, 1921). No security over property of a Samoan is enforceable without the leave of the High Court (see section 367, Samoa Act, 1921).

XI. MORAL, SOCIAL, AND MATERIAL WELFARE.

What are, generally speaking, the measures adopted to ensure the moral, social, and material welfare of the Natives? (Measures to maintain the interests, rights, and customs of the Natives, their participation in public service, Native tribunals, &c.)

THE MORAL WELFARE of the Natives has been the care of the missions for two generations past, and to the missions is due the fact that the whole of the Native people are Christianized and possess elementary education in the vernacular. The missions are the London Mission Society, the Wesleyan Mission, the Roman Catholic Mission, the Seventh Day Adventists, and the Latter-day Saints Mission. Every endeavour is made by the Administration to assist and co-operate with these missions, and it is in complete harmony with them.

Prior to May, 1920, the Natives were prohibited, whilst the white and half-caste population were permitted, to purchase liquor on a permit system. The Constitution Order which came into force on the 1st May, 1920, ordained complete prohibition, and this was repeated by the Samoa Act, 1921 (New Zealand), sections 336 to 341.

Prior to this legislation two systems of marriage existed, one for "Europeans" (meaning whites and those half-castes who are registered as Europeans) and another for Samoan Natives. A universal law has been enacted, and its text may be found in the Samoa Act, sections 284 to 300.

The equal incidence of the criminal law, the endeavour to improve the standard of education by the establishment of district schools, and the standard of workmanship among artisans by the introduction of competent Public Works foremen, the training of nurses and medical students, and other endeavours for material advancement all tend to moral advancement, and this is always kept in view.

THE SOCIAL SYSTEM of the Natives is based upon the family, at the head of which is a *Matai*, who is appointed to use the family name or title (*Suafa*) and to rule over the family. The family land is held communally and administered by the *Matai*.

Families are gathered together in villages (*nu'u*), and the village is presided over by a *Pulenu'u* or Town Ruler, who is chosen by the *Matais* and appointed by the Government. Every village prescribes rules for its own domestic concerns.

Every endeavour is made to maintain the authority of the *Pulenu'u* and the *Matai*, and to preserve beneficial customs while eliminating undesirable customs.

THE MATERIAL WELFARE of the Natives naturally involves their moral and social welfare also, and every endeavour is made to co-ordinate the three elements.

The administration of the government of the Natives is entrusted largely to themselves. The *Pulenu'u* administers the law in the village; the *Fa'amasino* is a Native Judge, now being elevated to the status of a High Court official, and exercises a limited jurisdiction in a district; the *Komisi* is a member of the Land and Titles Commission (a branch of the High Court exercising jurisdiction over Native land and titles of honour); the *Pulefaatoaga* is an Inspector of Native Plantations and Suppression of Beetle Operations; the *Faipule* is a member of the Council of Faipules, which advises and assists the Administrator in Native legislation; the *Fautuas* are the two highest chiefs, who act as advisers to the Administrator. *Failautusis* and *Leoleos* are clerks and messengers respectively to certain of these officials. A pamphlet containing the "Duties of Officials" has been forwarded to the League of Nations.

The land of the Natives is held under their customs and usages, and is preserved to them by prohibition of alienation (see Samoa Act, 1921, sections 278 to 283). Under Native customs the right to administer the land of a family generally involves the appointment to a "title" (*suafa*). The appointments are made according to custom by the Natives themselves, are recorded by the Government, and in cases of dispute are adjudicated on by the Land and Titles Commission.

The supply of pure water to Native villages is encouraged and undertaken in approved cases by the Government on payment of a portion of the cost.

The energies of the Natives are directed to the production of copra from their coconut-palms, and to the production of foodstuffs from their plantations. They produce the greater part of the copra exported, and their present plantations could produce more. The local price is regulated by the competition of buyers, and their sales of copra produce to the Natives a sufficiency of money for their needs. To earn money in a less easy way by working for others is not attractive to them, and the supply of labour from Native sources is therefore short and expensive. This is the explanation of the necessity for imported labour, and the situation will continue until the Native population enormously increases.

Samoan Natives participate in the Public Service of the Territory in two capacities, whole-time and part-time. Part-time officials, collectively known as "Native Government officials," are the *Pulenu'us*, *Fa'amasinos*, *Komisis*, *Pulefaatoagas*, *Faipules*, and *Fautuas*, with their *Failautusis* and *Leoleos* enumerated above; they receive small salaries, and their duties absorb but little of their time.

Whole-time officials are employed in the Samoan Public Service as departmental officials. The Samoan Public Service comprises two divisions—the European Division and the Native Division. The decision has been lately reached, and promulgated, that Samoans who qualify by examination can pass from the Native Division to the European Division; but some time must elapse before educational advancement is sufficient to enable much practical effect to be given to the scheme. The employment of Native Samoans on the staff is shown in the tables subjoined.

In addition to those whole-time officials who are classified as departmental officers, a number of persons are whole-time employees as "permanent casuals" and persons under instruction, the former being mostly employed by the Public Works Department while capital works are being executed, and the latter being such persons as Samoans undergoing instruction as nurses, teachers, &c.

SUMMARY OF STAFF, SHOWING EXTENT TO WHICH NATIVE SAMOANS PARTICIPATE IN PUBLIC SERVICE.

	European.	Half-caste.	Native Samoans.
Departmental officials	92	13	120
Samoa Crown Estates	21	4	1
Part-time Native officials .. .. .	..	..	479
Employed or under instruction, although not classified as departmental officials	..	39	94
Totals	113	56	694

XII. PUBLIC FINANCES.

The general schedule of receipts from, and expenditure on, the Territory, Budget system, indication of the nature and assessment of taxes.

(See particulars on pages 27 to 29 of the Report.)

BUDGET SYSTEM.

Estimates of revenue and expenditure for the ensuing year are issued on or prior to the first day of the financial year. Under the Government of Western Samoa Act the Administrator, subject to the control of the Minister of External Affairs, New Zealand, directs Samoan expenditure.

From the close of military occupation the New Zealand Government have provided subsidies (as set out earlier in this report), but these have been granted primarily for extension of medical and educative services, and upkeep (over revenue) of a wireless service. It is therefore with difficulty that the cost of administration and Government services is kept within the revenue.

INDICATION OF THE NATURE AND ASSESSMENT OF TAXES.

The revenue from taxes consists almost entirely of Customs dues, and a poll or personal tax which does not exceed £1 5s. per adult male to either Europeans or Samoans.

Apart from payment for services rendered and Court fines, taxation is collected in the following approximate proportions: Customs (import and export duty), eight-tenths; poll or personal tax, one-tenth; other taxes, licenses, &c., one-tenth.

The Territory is lightly taxed: there is no income or profits tax, no land-tax, investment or capital tax, no death or gift duty of any kind. In the coming year buildings will be rated to pay for a water-service now installed.

XIII. DEMOGRAPHIC STATISTICS.

Births, Marriages, Deaths, Immigration, and Emigration.

RETURN SHOWING THE BIRTHS, DEATHS, AND MARRIAGES, ALSO IMMIGRATION AND EMIGRATION, FOR THE YEAR ENDED 31ST MARCH, 1922.

	Births.	Deaths.	Marriages	Immigration.	Emigration.
Native Samoans	1,399	796	254	800	538
Europeans and half-castes	45	13	39	514	573
Chinese indentured labourers	1	17	1	959	658
Melanesian and Polynesian indentured labourers	..	6	..	..	240
Totals	1,445	832	294	2,273	2,009

The returns of Native Samoan births and deaths are not to be relied upon as accurate.

APPENDIX.

TERMS OF LABOUR CONTRACT FOR CHINESE LABOUR IN WESTERN SAMOA.

1. The labourer has to do diligently and conscientiously all work ordered. He has to obey strictly the orders of his employer. He must not be ordered to do dangerous work. He is not to be put to work in mines, or to construct railroads (light rails for plantation work excepted), or military service, or the construction of forts. On landing in Samoa, and until a position is found for him, he will work for the Government on public works. As labour is applied for he will be drafted to one of the following employments—viz., plantation work in rubber, cocoa, coffee, cattle, &c.; housework, domestic duties, cooks, &c., if required. The labourers are not to be employed outside Western Samoa.

2. The monthly wage is to be £1 10s. per month. Rates for overtime will be double the ordinary rate. Broken hours of overtime are to be regarded as full time. An equal amount of time off may be taken in lieu of overtime if agreed to by the labourer. A bonus of 2s. per month will be paid annually to all labourers who have clean records for the year.

3. The daily working-hours shall be nine hours and a half, but as soon as the temperature reaches 100° F. nine hours only shall be worked. After working-hours the labourers are free, but must be back in their homes by 9 p.m.

4. For plantation labourers no work shall be done on Sundays, 1st January, Christmas Day, the King's Birthday, and on six Chinese holidays, except with the consent of the Chinese Consul. During holidays the labourers are to be allowed to go out without restriction.

5. The contract is for a period of three years, at the end of which period the labourer will be repatriated. With the permission of the Administrator and the Chinese Consul, a labourer may reindenture under a new contract. The terms contained under a new contract must be acceptable to and agreed upon by the time-expired labourer. The first contract will commence on the day on which the steamer leaves China, but no wages will be paid during the voyage, but will be paid from the day on which the steamer arrives in Apia, Samoa. Labourers will be repatriated to their native village at the expense of their employer. Non-attendance to work owing to the neglect of the labourer entails deduction of proportionate wages, or, should the labourer elect to remain in Samoa, neglected work must be done at the expiration of the first contract, and during the first period of the second contract, at the same rate of wages and under the same conditions as herein contained. Contracts with increased wages may be renewed at the labourer's option, and are not compulsory. Renewed contracts are not bound to be for three years, and in no case are they to be for more than three years.

6. Approved labourers are permitted to take their wives with them to Samoa at the cost of the Administration. Those labourers taking advantage of this privilege will be expected to sign a six-years contract—the first three years at the rate of wages as laid down in paragraph 2, the second three years at an advance to be agreed upon by the employer and the labourer. Such advance is to be at a minimum of 10s. per month, either with the same or with the new employer. The employer bears the cost of the outward and return passage, and has to provide for sufficient maintenance, to be laid down by the Medical Officer and agreed to by the shipping contractor, and medical treatment free of cost to the labourer during the voyage. An outfit of clothing, shoes, and travelling-kit will be supplied to each labourer before embarking; he will also receive 10s. as pocket-money for the voyage, which will be supplied by the recruiting firm at no cost to the labourer. The recruiting agent will pay to the labourer, before leaving China, one month's wages in advance. This money is to be refunded to the Administration of Samoa by monthly instalments within one year.

7. At his destination the labourer will be supplied free of cost with sufficient and good food, rice, meat, or fish and vegetable, with lodgings, bed, mosquito-net, and medical treatment. One serviceable suit and hat will be supplied annually. In wet weather the labourer will be provided with suitable protecting clothes and hat at the cost of the employer. The allowance of rations will be—1 lb. 10½ oz. of rice, ½ lb. of meat or fish, 1¼ oz. of fat, and ample vegetables per day, and ½ lb. of tea per month.

8. The savings of wages of labourers will be sent to China free of cost, and are to be remitted at the rate of 2s. to the dollar, Hong Kong currency, the Samoa Administration to guarantee the payment of the difference of exchange.

9. Letters of the labourers shall be forwarded home at the cost of the employer, such letters to be posted by the labourer himself. In all cases where the Administration is paying the exchange on remittances, such remittance will be forwarded by the Administration. An official receipt will be given to the labourer at the time he remits. Remittances may be made to relations through the high authorities in China, or to any person nominated by the labourer.

10. If the labourer be unable to work owing to an illness which is not brought on by his own neglect, the employer must pay him his full wages and supply him with food for six weeks. In the event of the illness extending over that period, food must be supplied free, but wages cannot be claimed, and the labourer can be returned to China by the first vessel, in which case sufficient food and money must be supplied by the employer to enable the labourer to reach his native place, in addition to pocket-money, the amount of which will be agreed upon by the Administration and the Chinese Consul.

11. If the labourer neglects or refuses to work, or be unfit for work owing to an illness for which he is himself to blame (the Chief Medical Officer will decide this point), an amount corresponding to days not worked may be deducted from his wages for the month. In case of such sickness, however, such foods and medicines as the Chief Medical Officer directs must be supplied free.

11A. Deferred pay or allotments of wages which will be limited to 15 per cent. for men with their wives or family, and 30 per cent. for single men, will be deposited with the Administration in sterling, and converted into dollars at the cost of the Administration when the labourers leave for China, or when the same is remitted. The deferred balance of pay will be handed, plus a reasonable rate of interest on the sterling value, to each labourer as he embarks for home. Such deferred pay cannot be used for paying labourers' debts or fines imposed by local authorities. A labourer may make an allotment of his wages in lieu of the above if preferred to his relations in China.

12. The Government of Western Samoa will take every reasonable care that the labourers are not ill-treated. No labourer shall be subject to corporal punishment, either by whipping, kicking, or confinement, or by any other device whereby the labourer is made to suffer bodily by the employer, or his representative or overseer, under any pretext whatever. The labourer shall also enjoy the same treatment as is ordinarily accorded to subjects of civilized nations.

13. For the protection of the labourers, the Government of Samoa have appointed an officer in the person of the Chinese Commissioner. To this officer (as also to the Chinese Consul) the labourer may lodge any complaint against his employer, who will in the first place investigate the complaint. The right of the labourer to take legal action against his employer is not stayed thereby.

14. If the labourer has urgent business that requires him to leave his work for the time being, he must ask the permission of his employer or his representative. Such permission must not be refused without good reason. The Chinese Commissioner will determine what is good reason.

15. The labourers now being recruited shall also enjoy any advantages granted to future indentured labour.

16. Should the labourer die owing to the influence of work or climate, or become totally unfit for work on account of such work, the employer must pay him or his family compensation equal to one year's pay. Compensation is to be paid for—killed at work, death caused by injury at work, death on account of climate, and permanent bodily injury. The authorities must see that the deceased are properly enshrouded, encoffined, and interred, or sent back to China if required. Property and moneys are to be remitted at the expense of the employer through the Chinese Consul to the high authorities as mentioned in paragraph 9.

17. The labourer, before signing this contract in China, must undergo a medical examination in order to show that he is fit to carry out the work he has contracted to do. The text of the contract has to be printed in English and Chinese. One copy is to be given to the employer and one to each labourer. It is to be clearly and carefully explained before signing. Labourers who are unable to write may make their mark or record their finger-prints, in which case two witnesses are required.

18. The labourer agrees to undertake willingly and carry out faithfully all and any kind of work necessary in running a farm, plantation, or household. Those boys employed as house-boys, cooks, and domestic servants agree to remain on the place and do the necessary work on every other Sunday, and every other holiday, for which he shall receive extra pay as detailed in paragraph 2, such payments to be made at the end of each month. He further agrees to work overtime at any time on request, not exceeding ten hours per week, such overtime to be compensated for, at the option of the employer and agreed to by the labourer, either by the same number of hours to be given free, or by a cash payment for every hour worked overtime during the month.

19. As stated in clause 6, the term of this contract is for three years, starting on the day of leaving China, but it is agreed that this term be reduced or increased as is necessary to arrange for the arrival of a transport in Samoa to repatriate all time-expired men. The Administration undertake to repatriate all time-expired men within four months of the expiry of their contracts, during which period they must remain with their late employers, on the same terms as under this contract.

20. No gambling, opium-smoking, or drinking is allowed in the islands of Western Samoa, and all temptations leading to bad habits and extravagance are prohibited. At the expiry of a contract any advances made by an employer are to be considered void.

21. In the interpretation of these regulations only the English text will be followed.

Signed at Canton, this 7th day of June, 1920.

*[Signatures follow of the Commissioner of Foreign Affairs, Canton,
and Representatives of Western Samoa.]*

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