

1922.  
NEW ZEALAND.

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# MANDATED TERRITORY OF WESTERN SAMOA

(FIRST REPORT OF THE GOVERNMENT OF THE DOMINION OF NEW ZEALAND ON THE  
ADMINISTRATION OF) FOR THE PERIOD FROM 1st MAY, 1920, TO 31st MARCH, 1921.

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

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SIR,—

Prime Minister's Office, Wellington, 24th November, 1921.

I have the honour, in compliance with the direction of Article 6 of the Mandate for German Samoa, to submit herewith, for the information of the Council of the League of Nations, the first report of the Government of the Dominion of New Zealand with respect to its mandated territory.

2. It will be appropriate at this stage, I think, to point out that although the Mandate did not reach New Zealand until April, 1921, a Civil Government, based on the principles embodied in the Covenant of the League of Nations, and now explicitly defined and confirmed by the Council of the League, has been in operation in Western Samoa since the 1st May, 1920, under the authority of an Order passed by His Britannic Majesty in Council on the 11th March, 1920. It has been deemed expedient, therefore, to report forthwith on the affairs of the Territory for the period from the 1st May, 1920, to the 31st March, 1921, and to indicate the measures taken by New Zealand in the discharge of its Mandate obligations. It will be noted that on this occasion supplementary reports of a later date in respect of certain branches of administration have been added. In future the annual report to be forwarded in accordance with Article 6 will be for the twelve months from the 1st April to 31st March.

3. In the absence of the Mandate as explicitly defined by the Council of the League, it was not possible for the Government of New Zealand to make permanent statutory provision for the peace, order, and good government of the Territory. Temporary provision for the establishment of a Civil Constitution in Samoa was therefore made by Orders in Council under the authority referred to in paragraph 2, pending the receipt of the Mandate. Legislation to take the place of these Orders is now being considered by Parliament, and when passed will come into force on the 1st April, 1922.

4. The accompanying report, together with the Samoa Constitution and Supplementary Orders and Local Ordinances (copies of which are attached hereto) will, I trust, fully indicate the measures taken by New Zealand to carry out the obligations assumed under the Mandate.

I have, &c.,

W. F. MASSEY,

The Secretary-General, Council of the League of Nations, Geneva.

Prime Minister

## MEMORANDUM FOR THE RIGHT HON. THE PRIME MINISTER.

Department of External Affairs, Wellington, N.Z., 17th December, 1921.

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

E. P. LEE, Minister of External Affairs.

## REPORT.

PRIOR to the war the legislative and administrative affairs of Samoa were conducted by an Administration set up by the German Government; and, besides the indigenous inhabitants, a European community existed consisting of persons of various nationalities who were engaged in trading and planting pursuits, the plantations being held and conducted mostly by Germans.

These organizations, when the New Zealand troops invaded and occupied Samoa in August, 1914, were necessarily and suddenly thrown into a state of great disorganization. Immediately upon the occupation of the country the occupying Force established an effective Military Administration, which carried on the essential administrative affairs of the country under the laws left by the Germans. This remedied the disorganization so far as the administrative government was concerned; but, however good its work may have been, it did not, nor could it, cure the effect of the disruptive shock which the community and its affairs suffered by the invasion.

The liberties of the German inhabitants were necessarily restricted by the occupying Force, and for some time at least all portions of the community were subject to the inevitably drastic military rules of a hostile occupying Force. These restrictions added to the disorganization, and although restrictive measures subsequently were relaxed, the relaxation could not have gone further than to somewhat ameliorate the situation.

During the military occupation, which continued for many years, the necessities of the troops were provided in the ordinary military manner by the importation of such things as they might require, and by the setting-up of such administrative departments as were necessary for their requirements, with little dependence upon the ordinary trading facilities of the community.

There thus were, irrespective of the indigenous inhabitants, three concurrent organizations: firstly, the garrison of the occupying Force; secondly, the Administration set up by the occupying Force to carry on the Civil Government, which was a Military-Civil Administration, necessarily interwoven in its relations with the garrison; and, thirdly, the original community itself, consisting of traders, planters, and others of German and many other races, carrying on its activities as best it could, and taking conscious or unconscious advantage in some respects of the organizations set up by the garrison.

Every one suffered from a feeling of insecurity of tenure. The garrison knew that its duty was only temporary, and sooner or later it would go. The Germans must have felt, as the fortunes of war rose and fell, insecurity for their future, and the remainder of the community must have shared in this sense of insecurity; and up to the time that the Armistice was declared, in 1918, a steady deterioration was only to be expected. This deterioration was accentuated by the repatriation of the majority of the Chinese labourers, who were essential to the maintenance and cultivation of the plantations; so that by this time not only was there a deterioration in the organization of the community, but there was also a serious deterioration in the plantations, which constituted its main wealth.

In November, 1918, the influenza epidemic struck the place, which, like most of the world, was wholly unprepared for such a blow. Any epidemic sickness would have had serious results in such a country; the influenza epidemic was disastrous, causing the death of many thousands of people, and but for the presence of the garrison, and the excellent services the garrison rendered, the results would have been more disastrous. The Natives regarded the epidemic as a ground of great grievance, not appreciating the fact that it visited many other parts of the world in the same unexpected manner. Their numbers were diminished, and they blamed their loss to the New-Zealanders occupying the place, just as they would have blamed any other nation which happened to be occupying the country at the time of the visitation. Their temperamental cheerfulness received a severe blow. A great number of the older chiefs died, younger and less experienced men succeeded to the positions as chiefs, and nothing could have occurred to have so prepared the minds of the Native people for the insidious action of agitators or for the reflection of the views of the dissatisfied portion of the community, which, though it had suffered nothing of the actual horrors of war, had had its organization shattered, its manner of life disturbed, and was blind to any profit or advantage it had gained, and saw only its losses and inconvenience.

In 1919, after the Covenant of the League of Nations had been published, and in anticipation of the issue of the Mandate, a Proclamation was issued prohibiting the further importation of intoxicating liquor, and shortly afterwards total prohibition became a fundamental portion of the Constitution. Prohibition was imposed in what was considered to be the best interests of the community, but it was received with great dissatisfaction by a considerable portion of the community other than Native. This accentuated a state of mind already existing in the community of antagonism to administration by New Zealand, and to any constitution which New Zealand might set up.

Early in 1920 the garrison was evacuated, and with it departed those elements of assistance to the administrative Government and to the community generally upon which both had, perhaps unconsciously, learned in some respects to lean.

This, then, was the state of things when the Civil Administration was instituted on the 1st May, 1920. The task of the new Civil Administration was to establish a new set of laws, to institute a reasonable and effective Government based on the principles of the Mandate, and to reorganize or to assist in reorganizing those aspects of life which had suffered.

The fiscal year of the military occupation (1914–20) closed on the 31st March, 1920, and the occupation itself ceased on the 30th April, 1920. Although the month 1st April to 1st May was really the last month of military occupation, it will make a convenient starting-point in reporting on the Civil Administration.

The situation on the 31st March, 1920, was that the German law, as varied by the Proclamation of the Military Administrator, obtained; the financial situation was as is referred to under the heading "Finance"; staff were in numbers and personnel and distribution as referred to under the heading "Staff."

#### MANDATE.

On the 5th July, 1921, the text of the Mandate, as confirmed by the Council of the League of Nations, and gazetted in the *New Zealand Gazette*, was received. The effect of this document has been published, and the full text is being gazetted in the English and the Samoan languages.

#### CONSTITUTION ORDER, 1920.

On the 1st May, 1920, the military occupation came to an end, and the Samoa Constitution Order, 1920, came into force. This Order was an Order in Council made by the Governor-General of New Zealand in Council, under the authority of an Imperial Order in Council entitled "The Western Samoa Order in Council, 1920," made by His Majesty the King in Council pursuant to the Treaty of Peace signed at Versailles on the 28th June, 1919.

By Part I of this Order provision is made for the appointment of an Administrator, who is charged with the administration of the executive government of the Territory, and provision is made for the establishment of a Samoan Public Service.

As to the legislative government, Part II provides that the Administrator, with the advice and consent of the Legislative Council, may make laws for the peace, order, and good government of the Territory. The Legislative Council consists of official members and unofficial members appointed by the Governor-General, and its functions and powers are prescribed.

The High Court of Western Samoa is established by Part III, jurisdiction being exercised by Judges and Commissioners.

Other Parts deal with criminal offences and procedure, evidence, &c., and Part IX with land, the land of the Natives being assured to them by the prohibition of the alienation of Native land except by leases, which require to be approved and signed by the Administrator.

Part XIII prohibits the sale or manufacture in Samoa of intoxicating liquor, or the importation into Samoa of intoxicating liquor. Medical, sacramental, and industrial necessities are provided for by power vested in the Administrator to import and sell under regulations.

Other subsidiary Orders in Council on various administrative subjects were contemporaneously and subsequently made as follows: Samoa Customs Order, 1920; Samoa Post and Telegraph Order, 1920; Samoa Immigration Order, 1920; Samoa Quarantine Order, 1920; Samoa Land Registration Order, 1920; Samoa Native Land and Titles Commission Order, 1920; Samoa Maintenance and Affiliation Order, 1920; Samoa Treasury Regulations, 1920; Samoa Public Service Regulations, 1920; Samoa Registration of Europeans Regulations, 1920; Samoa Sale of Intoxicating Liquor Regulations, 1920; Samoa Bank of New Zealand Order, 1920; Rules of the High Court of Western Samoa, 1920; Samoan Crown Estates Order, 1920; Samoa Health Order, 1921; Samoa Public Trust Office Order, 1921; and Samoa Board of Trade Order, 1921.

Copies of these several Orders and of any Orders amending them have been forwarded to the Secretary-General of the League of Nations.

#### LEGISLATION.

An impression exists that the Legislative Council has no power; but, on the contrary, it is vested with real power, no local legislation being possible without its concurrence. This is an advance on the German system, under which the legislative government was vested in the Governor, who, though he assembled an Advisory Council for consultation and advice, was independent of his Council, which possessed no actual power.

The first act of the Legislative Council was to pass an Ordinance on the 1st May, 1920, effecting the continuance of the existing law so far as it was not repealed or inconsistent with the law brought into force by the Constitution Order. The Council has met on nineteen occasions, and has passed the following Ordinances:—

- No. 1, 1920: The Existing Local Laws Continuance Ordinance.
- No. 2, 1920: The Fees of the High Court Ordinance.
- No. 3, 1920: The Fees for Land Registration Ordinance.
- No. 4, 1920: The Importation of Fruit from Fiji Prohibition Ordinance.
- No. 5, 1920: The Companies Ordinance.
- No. 6, 1920: The Births and Deaths Registration Ordinance.
- No. 7, 1920: The Importation of Infected Goods Ordinance.
- No. 8, 1920: The Arms and Ammunition Ordinance.
- No. 9, 1920: The Copra Ordinance.
- No. 10, 1920: The Pacific Islands Contract Labourers Ordinance.
- No. 1, 1921: The Prevention of Intimidation Ordinance.
- No. 2, 1921: The Commission of Inquiry Ordinance.
- 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.

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

In addition to its purely legislative work, the Council has considered certain extra-legislative matters referred to by the Administrator, to whom its advice and assistance have proved of great value.

#### REPATRIATION OF GERMANS.

In December, 1919, after it became known that the Mandate for Western Samoa had been definitely assigned to New Zealand, the Government decided, in anticipation of the ratification of the Treaty of Peace, to repatriate all full-blooded German nationals resident in the Territory. In giving effect to this decision the New Zealand Government most carefully considered the individual circumstances of each German national, and it exempted from repatriation any German who had a Samoan wife or family ties, or who had Samoan blood, or whose particular circumstances, such as those relating to his domestic affairs, age, physical disability, length of tropical residence, &c., were considered of a nature sufficient to warrant his exclusion from the Order. It was not possible, however, owing to the difficulty in securing transport, to effect the repatriation until the following June, when 190 repatriates were embarked on the steamship "Main." Of this number eleven were German and Austrian passengers who voluntarily sought repatriation. On the arrival of the s.s. "Main" at Apia, sickness (simple influenza) was found on board. A strict quarantine was instituted, and provision made for the proper isolation of the sick on board the vessel; the option of embarking or postponing embarkation in those cases where persons feared infection was given to the Germans, but all except five preferred to embark.

#### CROWN ESTATES.

The Crown estates of Samoa, which are the property of the Government of the Dominion of New Zealand, consist of the plantations, trading-stations, and other landed properties which formerly belonged to the German companies and nationals operating or residing in Western Samoa. These properties have been retained and dealt with in accordance with the provisions of Article 297 of the Treaty of Peace. The New Zealand Government has decided to administer these plantations as Crown estates, and to use the profits derived from them to supplement the ordinary revenue of the Samoan Treasury as may be required from time to time in providing those works and services which are considered necessary in fulfilment of the obligation imposed on it, as mandatory, to "promote to the utmost the material and moral well-being and the social progress of the inhabitants of the Territory."

#### NATIVE SELF-GOVERNMENT.

There seems to be a desire among a certain section of the Samoans, which probably is not widespread, for complete self-government; but such a course is impracticable in the present state of Samoan development and education.

The administrative government and the legislative government for the whole population, both European and Samoan, are vested in the Administrator, acting, in the case of the legislative government, with the advice and consent of the Legislative Council. Under the German Administration of Samoa the Natives were trusted with the performance of certain administrative duties, a course which was continued under the Military Administration, and is continued and being extended under the present Civil Administration, so far as the capacity of the Native Samoan extends. This is effected by appointment of part-time officials charged with the performance of various duties, a short statement of which will serve to show the manner in which the Native Samoan exercises a share in the government of his own people.

The *Pulenuu* is an official tantamount to a Mayor, and is chosen by the inhabitants of the village over which he rules. He is responsible, among other things, for the cleanliness and peace of his village, that his villagers perform their duties in beetle-suppression, and he exercises functions to ensure copra being properly made, and he collects the Native taxes.

The remainder of the Native officials are not chosen by the people of their districts, but are appointed by the Administrator, and as a general rule vacancies in the higher positions are filled from the ranks of the *Pulenuus*, so that a system of promotion exists.

Next senior to the *Pulenuu* is the *Faamasino*, who is a Native Judge, and exercises a limited jurisdiction in both civil and criminal matters arising between Native and Native.

Next is the *Komisi*, who is a Native assessor of the Land and Titles Commission, a tribunal which exercises judicial functions in questions regarding Native land and titles.

Next is the *Pulefuatoaga*, an official acting under the Agricultural Department, to whom is now entrusted duties of supervision and inspection in regard to Native plantations and the suppression of the beetle pest until lately exercised by white inspectors. The development of this department is being watched with interest, and promises success.

The *Faipule* comes next in seniority. He is a member of a Native Council, which exists for the purpose of advising and assisting the Administrator in the government of the Native people. The Council is called together to meetings which are called *fonos*, and on these occasions the *Faipules* present to the Administrator such matters as they desire him to consider, and the Administrator presents to the *Faipules* such matters as he desires them to consider. After consideration, the Administrator makes decisions upon the various matters raised, and where orders are necessary he issues orders, which are called *tulafonos*. Improvements in the existing procedure are contemplated to encourage more debate and discussion, and to achieve a fuller ventilation of subjects under consideration than obtains at present. It is also in contemplation to inaugurate fixed periodical sittings. Matters affecting the Native race only are dealt with by this process of consultation with and consideration by the *Faipules*, and even in matters with which they are quite conversant, and in which they are, or should be, deeply interested, progress is slow and difficult. The matters which affect the white community, or the white community and the Native community alike, such as the criminal law or the law relating to evidence, or marriage, or companies, are not referred to the *Faipules*, but are dealt with by the Legislative Council. There is an agitation afoot to invest the *Faipules* with not only the powers which the Legislative Council now has, but also with such administrative powers as would give them complete powers of government in all respects, both as affecting the white com-

munity and the Native community. The measure of self-government which the Samoans now enjoy is considerable, and the present system can be elaborated and extended to enable a greater degree of self-government to be vested in the Samoans as time goes on. This principle is being acted on, and the recent appointment of Pulefaataogas to replace white inspectors is a practical instance of the application of the principle. It would be impracticable to invest any body of Samoan Natives with legislative authority at present, by reason of their want of training and capacity to consider legislation adequately. The power of legislation must continue to be vested in a Legislative Council, and the capacity of the Native Samoans for government should be improved by education and encouraged by the opportunity to take a greater share in the government of their own people by the gradual extension of the present system.

Senior in precedence to all other Native officials are the *Fautuas*, two High Chiefs, who act as advisers in Native matters to the Administrator.

#### NATIVE DEPARTMENT.

All purely Native matters are dealt with through the Native Department, which also acts as a link between the other Departments of the Government and the Natives and Native officials.

The Secretary for Native Affairs is a Commissioner of the High Court, and as such has, during the year ended 31st March, 1921, dealt with 266 cases arising between Native and Native. Of these a considerable number are the initial stages of land and title disputes, which, if not settled in his Court, are tried in the Land and Titles Commission.

The Native Department performs the clerical work and recording for the Land and Titles Commission and the *fonos* of Faipules, and edits and publishes the *Savali* or Native Gazette.

A very considerable amount of translation and interpretation is necessarily required, and this is performed by a branch of the Department.

The transmission of directions to, and the general supervision of, the Native officials forms a large part of the duty of the Department, the number of Puluenuus alone being 208.

During the year the Tuufaatasi Company, the Toeaina Club, and the Fealofani venture were brought to a conclusion. The Toeaina Club was in the nature of a Native trading company, subscribed and managed by Natives; the "Fealofani" is a large motor-boat, acquired in connection with the Toeaina Club. These concerns were causing considerable loss to the Natives interested, and, consequent unrest being engendered, the Administrator ordered them to be wound up, and permitted the formation of the Tuufaatasi Company on the understanding that the capital was subscribed in a prescribed time and paid for safe custody into Government control. Although the time was extended the capital was not fully subscribed, and the company was consequently wound up and the capital returned to the subscribers, with the interest earned while the money had been deposited. The loss from the other concerns was considerable, and demonstrated to the Natives their inability to manage trading concerns for themselves.

During the year the salaries of Native officials have been increased, and measures taken to increase their efficiency. The islands are divided into districts, and it is intended to somewhat reduce the number of officials other than Puluenuus and to reorganize them, with more particular reference to districts than has hitherto been the case.

The census of the Native population taken on the 17th April, 1921, was conducted by the Native Department through the Puluenuus.

In view of the magnitude and variety of the work undertaken by the Department, the staff is moderate in numbers.

#### RESIDENT COMMISSIONERS.

In order to effect decentralization a Resident Commissioner was appointed for the eastern end of Upolu, a populous district isolated from Apia by the configuration of the country, with very satisfactory results, and, on the retirement of Mr. R. Williams, who had administered the government in Savaii as a Deputy Administrator for very many years, replacement was effected by the appointment of a Resident Commissioner for Savaii.

Resident Commissioners are responsible for the peace and good government of the districts committed to their charge, and for the due performance of everything of an administrative nature within their districts. They are Commissioners of the High Court, and exercise a limited jurisdiction, both Civil and criminal. The Germans found value in appointments of the same character, and the indications are so satisfactory as to make the appointment of further Resident Commissioners probable.

#### DEPARTMENT OF HEALTH.

The Medical Department was reorganized by the Samoan Health Order made on the 7th February, 1921, consequent upon an inspection of the Samoan medical services in the previous December by Dr. R. H. Makgill, of the New Zealand Department of Public Health. The Department comprises a Division of Clinical Medicine and Hospitals, and a Division of Medical Hygiene, and such other divisions as the Administrator may appoint. A Board of Health was constituted for the effective administration of the Order, and held its first meeting on the 14th June, 1921. The Medical Officer of Health arrived on the 11th May, 1921, and took over the port health work at once, and commenced the organization of the Division of Public Hygiene. In this connection a draft Ordinance has been considered and approved by the Board of Health, and passed to the Legislative Council for legislation.

Notable events of the year are the establishment of a medical station at Tuasivi, on the Island of Savaii, and the graduation of the first Samoan nurses. The Tuasivi Station consists of a dispensary, a residence for a married medical officer, and certain Samoan *fales* for patients, &c. It will provide immediate medical attention for the Native community at the eastern end of Savaii, and should effect an early and important improvement in the health of the Natives in that island. It is proposed to erect and equip other stations of a like nature, both in Upolu and Savaii.

As to Native nurses and cadets, the Acting Chief Medical Officer, in his report dated the 7th April, 1921, says :—

“*Native Nurses and Cadets.*—The work of training Samoan girls as nurses has been continued during the past year, and the experiment promises well for the future. Four of the senior girls were examined last January, and all passed their qualifying examination. Two of these girls have just returned from the Aleipata district, where there has been much eye trouble. Their work there has fully justified the time and money spent in their training, and, as time goes on, and more nurses are available to be sent to the out-stations, they will be of still greater assistance.

“The cognate scheme of training Samoan youths as Native practitioners has not been so fully developed, but as soon as there is accommodation for them at the Hospital it is hoped that six will be taken on to commence the three-years course laid down.

“At the present time there is one Native (Atimalala) who has had nine years’ experience in medical work, and who is ranked as a Native medical practitioner. His work is of very high value, and he has been extremely useful in many ways—i.e., he can be sent on short *malagas* to villages where sickness is reported. We have always found him reliable on these expeditions.”

The medical staff on the 31st March, 1921, numbered four, and for the greater part of the year numbered three only, including the Chief Medical Officer, although provision had been made for a greater number, and although several medical officers came and went. During this period very great difficulty was experienced in securing medical officers of the right stamp. The situation has improved since that date, and on the 1st September, 1921, there were six medical officers on the staff, including the Chief Medical Officer and the Medical Officer of Health. The number of medical officers contemplated by the estimates is still short, and arrangements are being made, both in New Zealand and with the London School of Tropical Medicine, for further officers. The projected medical out-stations, in addition to Tuasivi, cannot be established until the clinical staff is strengthened as intended by the estimates.

The nursing staff on the 31st March consisted of a Matron and eight Sisters.

In his report of the 7th April quoted above the Chief Medical Officer says :—

“It is a well-known fact that no hospital can do good work unless the staff is contented, and the conditions under which the Sisters have had to carry out their work in the past have not conduced to a contented frame of mind. Nursing at any time calls for much self-sacrifice and self-denial on the part of a nurse, but in Samoa the conditions are infinitely more trying than in New Zealand. The absence of a home life, and the many discomforts incidental to living in the tropics, make it essential that everything possible should be done to make the staff as comfortable as possible.

“During the past year our small staff has been still further depleted by the necessity for sending a Sister to take charge of quarantine. The result of this has been that all the Sisters have had to work almost continuously, and off-duty days have been few and far between. When it is remembered that a nurse works seven days a week, this deprivation of their customary days off duty is a very serious matter.

“The same argument applies in the case of the medical officers, and there is no doubt that the absence of proper housing and furniture has been one of the reasons why medical officers do not stay for long periods.

“The conditions of the paths between the various wards and *fales* at the Hospital has caused a great deal of hardship, and even suffering, to the nurses. At night falls are frequent, and wet muddy feet almost a daily condition.

“The quarters provided for the nurses are altogether inadequate. Overcrowding is bad anywhere, but in the tropics is unsupportable, and until really satisfactory quarters can be supplied we cannot hope to keep the nurses or expect them to be contented while here. The nurses at present on the staff are very satisfactory, and it will be very disappointing if the conditions referred to lead to the early resignation of any of them.”

The provision of improved or further nurses’ quarters must be faced, but up to the present it has been impossible to undertake the work.

Provision of dwellings for the medical staff is a portion of the difficult general problem of accommodation, a problem which can only be solved as time goes on. One dwellinghouse, of approved tropical type, completely mosquito-screened, has been erected near the Hospital.

The Chief Medical Officer further says : “In the scheme submitted last year no mention of district nurses was made, but I should like to say here that since the drawing-up of that scheme my observations during journeys round the islands have convinced me that the inclusion of, say, six such nurses would be of exceeding value, especially from the welfare of children point of view. These nurses could as required also act as relieving or extra nurses at the Hospital in times of stress and during periods of leave or sickness among the regular staff. In this connection I should very much like, if it could be arranged, to have an expert, such as Dr. Truby King, visit Samoa for two or three months to study the conditions as affecting infants, and advise us as to the most suitable methods to adopt, having regard to local conditions and foods.”

These and other suggestions concerning the health of the community generally will be dealt with by the Board of Health, and recommendations submitted.

For a considerable part of the year the Department of Health has had the assistance of a mission from the London School of Tropical Medicine, consisting of Dr. F. W. O’Connor and Mr. Berry. This mission was sent out to the Pacific islands to conduct research work in connection with certain tropical diseases, and changed its base from the Ellice Islands to Samoa. During his stay here Dr. O’Connor has given ungrudgingly of his time and knowledge, and his assistance has been very valuable. From what Dr. O’Connor has seen of the work and material available in Samoa, he expressed the opinion that there is an unlimited field for investigation, and that the work done in Samoa will help to elucidate many of the unsolved problems in tropical medicine.

A proposal strongly recommended by the Chief Medical Officer in his report of the 7th April was : “That a comfortable building in the nature of an accommodation-house or convalescent home

should be erected on the high level where the conditions are temperate and bracing. This would enable people who are beginning to suffer from the climate to have a chance of picking up, and would also be a place where convalescents from the Hospital could be sent, thus shortening the convalescent period considerably in many cases."

Effect has been given to this recommendation in the establishment as a rest-house of a farmhouse taken over from the Germans at Malololelei, at an elevation of about 1,700 ft. above sea-level. The rest-house was opened on the 15th June, and since that date fifty-three guests have taken advantage of the facilities provided for a change from the less bracing atmosphere of the lower levels, their period of stay at the rest-house varying from two to fourteen days.

The following statement shows the general attendances and eye attendances at the Hospital from the year 1915 to the 31st March, 1921. The attendances for 1920-21 are in excess of those for the two preceding years, and are composed mostly of attendances by Samoan out-patients:—

						General Attendances.	Eye Attendances.
1915-16	..	..	..	..	..	6,997	6,808
1916-17	..	..	..	..	..	9,220	5,685
1917-18	..	..	..	..	..	9,020	3,011
1918-19	..	..	..	..	..	3,650	1,353
1919-20	..	..	..	..	..	4,380	1,188
1920-21	..	..	..	..	..	9,820	1,581
European in-patients, 1920-21							158
Samoan in-patients, 1920-21							324
Chinese in-patients, 1920-21							388
Chinese out-patients, 1920-21							763
Operations performed, 1920-21							110

In spite of the shortness of staff and other difficulties encountered in 1920-21, the Department has, in the opinion of the Chief Medical Officer, "clearly gained the confidence of the Samoan people. The attendances at the Hospital have considerably increased, and the people are willing to come into hospital when advised, and are content to stay even if they do not understand the treatment."

Referring to the year April, 1920, to April, 1921, in the same report the Chief Medical Officer says: "The year under review has in many ways been a disappointing one for the Medical Department. At the beginning of the year it was confidently hoped that this report would show considerable progress. As it is, very little progress seems to have been made."

From the foregoing extracts quoted from the report of the Chief Medical Officer for the year ending 31st March, 1921, it will be apparent that he was somewhat disappointed with the progress made in giving effect to the programme laid down by him for the Samoan medical service. In view of this, the following report submitted by him on the 10th August, 1921, is quoted as showing that substantial progress has since been made:—

"When the Civil Government took over in May of last year the Hospital and medical services generally were in an unsatisfactory condition. At the request of His Excellency the Administrator I drew up a scheme for a complete medical service for Western Samoa, which was agreed to by the authorities. I think it is a fitting occasion to make an interim report on the work done up to this point.

"Speaking generally, there has been a large advance made. The complete scheme has not been carried out, but this I did not expect. However, sufficient has been achieved to show that we are well on the way to our final objective. The most noticeable change is to be seen at the Hospital. Conditions there have improved very much within the past year. The additional wards, though not yet actually in use, will relieve the strain considerably, and I am sure the Native Hospital will be a model of what such an institution should be. The new laboratory, which is in course of construction, shows the progressive policy of the Administration, and will prove a lasting monument to those responsible for its establishment. The new offices are now in use, and are proving their value every day. The conditions of work in all the branches have been improved greatly, and this is reflected in the more harmonious working generally."

This change of viewpoint is largely caused by the fact that public-works construction, delayed at first for material, and hampered throughout by labour conditions, made quicker progress after the 1st April than antecedent to that date. The work done at the Hospital is considerable, and comprises—White ward mosquito-proofed and renovated; out-patient department renovated and structural alterations made; new dispensary and storerooms fitted up; eye department renovated and mosquito-proofed; mosquito-proof room provided for dispenser's quarters; Chief Medical Officer's office, general office, and consulting-rooms for whites completed; six large Native *fale* wards completed; two annexes for Native wards containing W.C.s, showers, and slop-sinks almost completed; frames up of four Native *fale* isolation wards; operating-theatre renovated and mosquito-proofed; Chinese wards repaired and renovated; dining-room, storeroom, and kitchen for Native nurses completed; showers and W.C. for Native nurses completed; laboratory one-third completed; modern drainage system for whole Hospital compound commenced; large septic-tank half-completed.

On completion of all required construction, and when the extended medical services are satisfactorily established, the beneficial effect upon Samoan life should be very great.

The general medical treatment as from the 1st April, 1921, up to and including the 31st August, 1921, was as follows: General attendances, 3,870; European in-patients, 96; Samoan in-patients, 217; Chinese in-patients, 178; Chinese out-patients, 778; operations performed, 70.

#### EDUCATION DEPARTMENT.

These islands owe the deepest debt of gratitude to the missions, to which almost altogether the work of education has been left in the past. The London Mission Society, the Methodist Mission, and the Roman Catholic Mission principally, and to a lesser extent the Seventh Day Adventist Church



and the Church of Latter-day Saints, have for years past carried the work on, and to their efforts must be attributed the fact that few, if any, Samoans are unable to read and write in the vernacular. The work, however, is conducted by separate entities, and is unco-ordinated and cannot reach as far as they themselves would wish. Our policy is to encourage and supplement their work, and to take it further, in the hope that a satisfactory national system of education may be built up. A subsidy is annually paid to the mission bodies, amounting last year to £500, and distributed among them according to the numbers taught. This report does not pretend to deal with their activities, and it must be understood that this is not due to a lack of appreciation of their admirable and self-sacrificing work, but to the fact that the activities of the Education Department only are being considered.

The Germans had established three schools in Apia, which were in operation in 1914, and as to them the Director of Education, reporting on the year ending 31st March, 1921, says as follows:—

“The work in education was begun by the Military Administration at the beginning of the year 1915, only a few months after the occupation had taken place (August, 1914). By special arrangement with the New Zealand Government a Superintendent of Schools was appointed as from the 1st January, 1915, to take charge of matters educational in the occupied territory. Steps were immediately taken to bring into operation the three Government schools that had been working under the German Administration. A beginning was made early in 1915 with the Laumua School, at Malifa, for Native boys and girls from the villages round about Apia, a special school opened and conducted by the German Administration under a special arrangement on their part with the chiefs of the Faleata and Vaimauga districts. The people of these districts built the school under the promise from the German Government that their children, or a certain number of them, should receive education free of cost. This school was reopened in March of that year, the Superintendent carrying on the work with the help of Natives, who at the same time received instruction in English and teaching methods.

“Early in the following year the Ifi Ifi School for white and half-caste children was set going again, with a staff of two teachers—a master and a mistress—acting under the Superintendent.

“During the following year the third school that had been in existence during the German Administration was reopened with a fresh quota of boys. This was a school for Native boys chosen by examination from the various districts of the two islands, Upolu and Savaii.

“Thus within a comparatively short period all the three schools that had been at work during the German Government were again in full operation, with a staff consisting of the Superintendent, two white teachers, and three Natives, who had had little experience in teaching. Efforts were then concentrated on bringing these schools into as high a state of efficiency as possible, but at the same time endeavours were made to assist, as far as possible, the Native pastor teachers of the mission schools. The Superintendent paid visits when opportunity arose to districts outside Apia, inspecting the schools, holding classes in English for the Native pastor teachers, and giving practical instruction in teaching method. In this way two or three districts were visited. The work done was most enthusiastically received, and it was quite evident that work of this nature could, under the circumstances, be extended with great benefit.

“In 1918 came the disastrous influenza epidemic. The work of the schools was most materially interfered with. A section of the boys attending the Malifa School for Native boys was living in the compound. They supplied themselves from the school plantations with the bulk of their food requirements, but owing to the epidemic the food plots were neglected and the plantations were practically ruined. A number of the boys died, but none who remained in the school compound. When the school reopened at the beginning of the New Year only a small number of the boys belonging to the school returned. Owing to the difficulties of food-supply, no special effort was made to bring back the boys who had failed to put in an appearance. In many cases, indeed, these boys, owing to the numerous deaths, were required at home and could not be spared. Since that time the school has been running with the diminished numbers; but the other two schools have been in full operation, and have been brought into a higher state of efficiency.

“It must be borne in mind, too, that this last year has been one of transition, Military Administration having during the year given place to a Civil Administration. This transition stage, with certain contemplated changes, has had an important influence on the work during the year. It was at first intended that the Superintendent originally appointed should continue in charge as Director, and he had made the necessary proposals for development, but a change was then contemplated; the creation of a new position was decided on—one that embraced the direction of education in all the islands of the Pacific that come under New Zealand control. With the Parliamentary Party in March, 1920, came Mr. W. W. Bird, M.A., to report on the work of education in these islands, and to suggest developments. However, the new proposals as to a Director of Island Education fell through, and it was decided well on in the year that the present Director should continue in charge. Among the proposals put forward was one for the holding of an education conference with the representatives of the various mission bodies. From force of circumstances it was found impossible to hold this conference until the beginning of December.

“The schools under direct Administration control remain three in number—(1) The Ifi Ifi School for white and half-caste children; (2) the Malifa School for Samoan girls and boys from the villages round about Apia, known as the ‘Laumua School’; (3) the Malifa School for Native boys chosen from the various districts of Upolu and Savaii (not at full roll number).

“*Ifi Ifi School.*—Attendance: The roll number at the beginning of the year was 68. The numbers increased gradually throughout the year, and to such an extent that by the end of the year the total roll was 141, thus showing an increase of 107 per cent.

			Boys.	Girls.	Totals.
“Number on roll at beginning of year	..	..	41	27	68
Number on roll at end of year	..	..	70	71	141
Increase (107 per cent.)	..	..	29	44	73



"The average attendance for the first term was 85, for the second term 98, for the third term 129; the average attendance for the year was 104.

"It is interesting to note the roll numbers for the different years since the school was opened: In December, 1916, the number was 60; in December, 1917, 59; in December, 1918 (epidemic year), 43; in December, 1919, 68; in December, 1920, 141. During 1920 there were only 16 pure-white children in the school.

"The increase in the attendance from the beginning of 1919 on is due to various factors. Chief among them is, I think, the fact that the results of the work at the schools were beginning to show themselves.

"The returns so far for 1921 show that the school continues to grow in numbers, the roll number at the end of March being over 160. The attendance was, during the course of the year, affected by sickness, but was on the whole satisfactory. During the last quarter (not term), with a roll number of 141, the average attendance was 131.1—i.e., 93.6 per cent.—a distinctly good result, especially for Samoa, where even among the half-caste population the children are allowed to stay away for often trifling reasons.

"Subjects of instruction: From the very beginning of the school, efforts were put forth to bring it into line, so far as work done is concerned, with a similarly graded school in New Zealand—a somewhat difficult task, seeing that the majority of the children when they first come to school can speak very little English, even if any at all. I think it can be safely said that the aim has been almost attained. Practically all the subjects taught in a Grade IIIA school in New Zealand are taught in the Ifi Ifi School. An attempt is made in all the standards to work up to the New Zealand syllabus, and while it cannot be said that so much ground is covered as in New Zealand, yet the difference in most subjects is not great. As is to be expected, the English does not, generally speaking, reach the same standard, and the difficulty as regards English makes its influence felt in all the work. But in some of the work the results obtained are quite equal to, and indeed very often much better, than those obtained in a similar school in New Zealand. These latter remarks apply particularly to what may be called the art subjects. Special skill, under careful teaching, is shown in singing, writing, drawing, and handwork subjects generally, especially brushwork drawing and plasticene modelling. In all these subjects excellent results have been obtained. The mechanical work in arithmetic is also well done, but the problem part of the subject does not show quite the same good results. I think that in this work the question of comprehension of the language used plays a greater part than is usually ascribed to it. Reading and recitations were good. In these subjects, again, the mechanical skill is more marked than the ability in comprehension, a result to be expected. English written and spoken, and composition, show marked improvement, especially in the upper standards. History and geography have received due attention, and physical exercises have been maintained. Taking the work all round, I think the teachers are to be congratulated on a very successful year's work. The efficiency of the school has not only been maintained but enhanced.

"I think it is not out of place to mention here that visitors to the school—and they have been many and distinguished—have one and all expressed their surprise at the work being accomplished, and at the excellence of much of it. Members of the Parliamentary Party expressed their opinion that the work seen at the Government schools, Apia, more particularly at the Ifi Ifi School, was, generally speaking, better than that seen in any other school during their trip. As an index to the stage of advancement reached it should be mentioned that two or three of the Sixth Standard class were prepared last year for the Proficiency Certificate Examination. It was hoped that arrangements could be made with the Education Department in New Zealand for the holding of the necessary examination, but this could not be done sufficiently early to enable the examination to be held in 1920.

"*Malifa Schools (Laumua and Native Boys' School).*—Attendance: As there have been only thirteen boys belonging to the Malifa School for Native boys in attendance, they have been placed in classes in the Laumua School. The roll number of the Laumua School necessarily, according to the conditions under which the school is run, remains at about the same number—viz., sixty. Each village sends to the school so many children according to the help that was given in the building of the school. What this means practically is that the larger villages have the right to send ten and the smaller ones five. The larger villages are Apia, Matautu, and Vaimoso, and the smaller ones Matafagatele, Vaiala, Magiagi, Tanugamanono, Alamagata, and Lepea. Certain Native teachers helped in the building of the school, so each Native teacher since has been given the privilege of sending his children of school age.

"The question of attendance presents more difficulty so far as the Native schools are concerned than is the case with the Ifi Ifi School. The Samoan does not realize the absolute necessity for punctuality and regularity in attendance if systematic work is to be carried out and steady progress made; he has never been taught it. This is one of the greatest benefits to be derived from schools conducted in our fashion. All the discipline and training that comes from regular and orderly work systematically carried out he knows not—and, indeed, to some extent it frets him. The rules necessary for conducting school activities, more particularly outside activities, in an orderly way he regards as infringements of his liberty. So, if the grandparent of a child attending the school becomes sick and desires to see the child, the parents or guardians will consider themselves very hardly treated if obstacles are put in the way by the teachers of such child making a journey, say, to Savaii to see the relatives, even if such journey may entail an absence from school for two or three months. The parents appear to think they have acted quite reasonably if they send another child, or make arrangements for another child to be sent in the place of the one sent on *malaga*. Moreover, if a child says he is *musu* (unwilling), that seems to settle the matter so far as attendance at school is concerned. In such questions the child seems to rule the parent rather than the parent the child.

"In the year 1919 the schools were attended by fifty-seven boys and thirty-eight girls—that is, ninety-five pupils in all. Of these ninety-five children only about fifty-five might be regarded as regular attenders. Still, a great deal is achieved if, say, fifty attend regularly, for the advancement

made by them is seen by all, as it is naturally from these regular pupils, who show by their regularity that they desire to make progress, that the best work is obtained. The conditions so far as these matters are concerned were somewhat improved during the year 1920.

*Subjects of instruction:* As regards the Malifa schools (which are attended by pure-blooded Samoans only), it will be readily understood that it is impossible to cover the same range of subjects as is covered in the Ifi Ifi School. The principal subjects taught are the three Rs, and the main stress is of course laid on English, for the future progress and development of the pupils depends principally on a knowledge of that language. The methods employed for the most part in the teaching of English are the phonic and the conversational. In other words, the language is taught as a living language, and the primary aim sought to be attained is to make possible to the girls and boys the use of English as a means of intercommunication and intercourse. It is a comparatively easy thing to get the boys and girls to read fluently. It is a far more difficult and at the same time more important thing to make it possible for them to carry on a conversation. Conversation, correct pronunciation, clear enunciation are all looked for, but oral and written composition and writing also receive due attention. Arithmetic is taught on modern lines, and is made as practical as possible. Good results are attained. No school for Samoan children should be carried on without a prominent place being given to singing and music. In this subject excellent results have been attained. History and geography have received, as before, a share of attention, mainly by means of travel talks and talks on pictures. Drawing also finds a place in the school curriculum. The subject appeals strongly to most of the pupils, many of whom show a decided talent in this direction as in singing. It will be readily understood that in all subjects, not those purely language, the aim of giving the children as good a knowledge of English as possible is kept always in view.

*“School Libraries.”*—During the year of its reopening the formation of a library was begun in connection with the Ifi Ifi School. Additions of books to the library have been made from year to year until now the number of books has reached a total of about 450. It is gratifying to be able to report that very good use indeed of the library is made by the girls and boys. Practically every book in the library has been read, and all additions are eagerly welcomed. It is impossible to overestimate the good that must ensue from this splendid use of the school library. A beginning has been made also with the formation of a library for the Malifa School, and also of a teachers' library.

*“Examinations for Certificates of Proficiency and of Competency and for Junior National Scholarships.”*—The Department of Education, New Zealand, has agreed to the holding of examinations for certificates of competency and proficiency in connection with our schools, and it is understood that the gaining of these certificates will carry with it the same privileges as accrue in New Zealand. As regards the Junior National Scholarships, it is understood that the Department is prepared to support amendments to the Junior Scholarship Regulations so that they may apply to children in islands that come under New Zealand Administration.

*“Outside Activities.”*—The activities of the teachers are not confined to the ordinary school-work done within the four walls of the buildings, and it is necessary to make reference in this report to some of these activities.

*“School Drum and Fife Band.”*—A school band, established in 1919, composed of girls as well as boys, plays an important part in the school life. It is heard in the mornings at the opening exercises when the children salute the flag. The pupils march in and out of school at all times to its strains. It appears at many public functions.

*“Schools Entertainment.”*—During the third term a school entertainment was given by the combined schools, the second given by the schools. The Market Hall was filled to overflowing. The entertainment consisted of songs, part-songs, dialogues (humorous and otherwise), band selections, dances, and tableaux. The results were excellent. Indeed, no words but those of commendation were spoken by parents and friends who attended. Many could hardly believe that the tableaux with dialogue and song, ‘Britannia and her Colonies,’ given wholly in English, were carried through entirely by girls and boys of the Malifa schools—i.e., by pure-blooded Samoan children.

*“Swimming Sports—Life-saving Exercises.”*—Toward the end of 1919 swimming sports were held. In 1920 there were given exercises in life-saving—exercises both theoretical and practical—i.e., in the water itself. Naturally enough, these excited a great deal of interest among the girls and boys, and will, it is hoped, have a practical benefit.

*“Essays Competitions—Navy League and Overseas Club.”*—A schools branch of the Navy League was formed in 1919. Most of the boys and girls of the upper division of the school belong to the branch which is affiliated to the Otago Branch. Last year a number of the children took part in the essays competitions on naval history, the subject being ‘The Life and Work of Sir Francis Drake.’ The children were successful in gaining several prizes—four firsts and three seconds. This year (1920), the subject was ‘The Life and Work of Captain Cook.’ There were again entrants from the school, and gratifying results were obtained. Five prizes were secured—three firsts and two seconds. Further, last year the local Overseas Club, with the object of fostering an interest and a pride in the Empire, promoted an essays competition, the subject being ‘The Visit of H.R.H. the Prince of Wales: its Objects and Benefits.’ There were two divisions—viz. (1) Essays from Samoans in Samoan; (2) essays from whites and others in English; and two classes in each division. All the prizes given were gained by pupils of the Government schools, either of Malifa or of Ifi Ifi.

*“Boy Scout Movement.”*—The first troop to be definitely formed—the pioneer troop for Samoa—was the ‘Ifi Ifi School Boy Scout Troop.’ Later on, when the movement had been put on a definite basis, with a properly constituted committee and commissioner, a troop was formed in connection with the Malifa School. This was the first troop to be formed consisting of pure-blooded Samoan boys only.

A good deal of work was put in last year so far as the school troops were concerned, and it must be admitted that the boys have reaped great benefit from the work done. Church parades were held, two Scout excursions were made—one to the Methodist Mission Century School at Piula, a visit which helped in the creation of a splendid feeling between the schools—and a camping excursion to Lake

Lanutoo, where the boys, in true Scout fashion, did what they could to tidy up the place, repair the buildings, and put things somewhat in order.

"No one who knows anything of the Boy Scout movement, and what it may mean for the boys, can but hail with delight the inauguration of the movement here, and hope that it will meet with unqualified support and success and never be allowed to die out. It may indeed be fraught with untold good for the boys of Samoa."

#### STAFF.

The staff of the Ifi Ifi School during 1920 consisted of three teachers, assisted by a part-time pupil-teacher. During the same period the staff of the Malifa schools (Laumua and Native Boys' School) consisted of three teachers—one European and two Samoan. The numbers of pupils increased in 1920, and, further increases being in sight, the staffs were strengthened during 1921. The present position is that the roll of the Ifi Ifi School has increased to 174, and its staff consists of a headmaster and three assistants, with one part-time pupil-teacher. The roll of the Malifa schools (Laumua, &c.) has increased to 130, and the staff consists of two European teachers and two Samoan teachers. There is a vacancy for one European teacher in the latter school, the gap being filled at present by one of the organizing teachers, of whom two are at work at these schools preparatory to work outside Apia. The accommodation of all these schools is overtaxed, and it is only this lack of accommodation that is delaying very considerable increases in the roll numbers. During 1921 a reorganization was effected, whereby the three Apia schools are placed under the control of a headmaster, who also acts as the head teacher of Ifi Ifi School. As education is developed the extension of Government effort indicated in this report will necessitate the provision of further staff.

#### DEVELOPMENTS IN THE IMMEDIATE FUTURE.

What has been accomplished by the Administration in the work of education has in the main been shown in the previous pages of this report. But its efforts in the past have been circumscribed, and necessarily circumscribed, owing to the nature of things. So it has come about that comparatively little has been done for the children of districts outside Apia. It is most desirable—nay, necessary—that developments should be undertaken in the immediate future to meet the needs of these children in outlying districts. The missionary bodies have done a great work, but the work of undertaking the requisite education of all the children of school age in these islands is too great for them unassisted. It is equally evident that the Administration cannot alone take over this all-important work. The missions must be assisted; Government work must be extended: working sympathetically hand-in-hand, a great advance may be made.

A conference on educational matters with representatives of the missions was held in December last. The discussion that took place cleared the ground for further effort, and a provisional scheme was put forward for adoption. Provision was made in this scheme for schools of three grades—

- |  |                         |
|--|-------------------------|
| 1. First-grade schools (village schools)       | } Mission schools.      |
| 2. Second-grade schools (sub-district schools) |                         |
| 3. Third-grade schools (district schools)      | ... Government schools. |

The missions will carry on schools of Grades 1 and 2—the first by means of Samoan pastors, who will have also religious duties to perform, and from whom teaching in English will not be expected. The second-grade schools will be in charge of Samoan teachers, who will have no other duties to perform; English will be taught in these schools. Government assistance will be given through travelling teachers, and subsidies will be paid on certain conditions being carried out. The third-grade schools are those which will be directly under Administration control. They will be taught by white teachers, with the assistance of Native teachers, and the teaching will be in English. Provision for still higher education will be made by means of scholarships enabling the winners to undergo a further course of study, say, in New Zealand.

The necessity for industrial training was also discussed and stressed.

Further, as the report of the conference says, "Government education is to be secular; religious teaching and training of pastors is to be left entirely in the hands of the missions concerned. A conference or Board composed of delegates from mission bodies and the Government to be assembled periodically for consultation and advisory purposes."

The scheme adopted at the conference is necessarily tentative, and, considerable preparatory work being necessary, its application must be gradual. A beginning was made in April, 1921, by the appointment of two travelling or organizing teachers, who have been employed at the Government schools at Apia acquiring experience in the handling of Samoan children before taking up their work outside. At the same time they have filled places on the staff of these schools that need to be filled owing to the increase of scholars. They are now ready to go out on the work for which they were appointed, and it is hoped that the assistance they will give to the Native teachers outside Apia will improve and standardize teaching-methods.

The district or third-grade schools, which are to be directly under Government control, will ultimately receive the best of the pupils who have passed through the subdistrict or second-grade schools. It is hoped that there will be eventually three or four district schools in Upolu and two or three in Savaii.

The School for Native boys at Malifa, which has been running with diminished numbers since the epidemic of 1918, is practically a district school, but for various reasons it is desirable that the district school should not be at Malifa. Pending arrangements for another site, now in course of negotiation, and provided that satisfactory arrangements can be made for food-supply, it is proposed to bring this school up to its full number of sixty boys, selected from all parts of Upolu, and so establish without further delay one district school in Upolu.

As to Savaii, proposals are being put forward for the allocation of Vaipouli (one of the Crown estates) for district-school purposes, and if these are agreed to it should be possible to establish the first of the district schools in Savaii at the beginning of 1922.

## CONTINUATION CLASSES.

Classes for the teaching of the English language to Samoans, and also classes for instruction in the Samoan language and customs, for white residents, were begun lately. In each case more than thirty enrolled themselves, and the attendance has been well maintained. Practically all those attending the classes are officials (white and Native Samoan) of the Administration. Further classes will be established almost immediately, the next to be brought into operation being those for the teaching of typewriting and shorthand.

## SCHOLARSHIPS.

Arrangements are being made for the selection of four Samoan boys to be sent to St. Stephen's School, Auckland, for a period of three years for further education. In accordance with these arrangements, the scholarships in the first instance will be allotted thus: one each to the three principal missions, and one to the Government schools, Apia.

## POSTAL DEPARTMENT.

The Postmaster, reporting on the 2nd April for the year 1920-21, says:—

*Post Office.*—As no complete records have been taken it is not possible to give the exact figures, but it is estimated that the number of articles delivered in Samoa during the year was as follows: Letters and letter-cards, 91,728; other articles, 47,712; total, 139,440. Registered letters delivered numbered 2,462, and parcels 2,579, on which Customs duty to the amount of £785 6s. 9d. was collected. Letters, &c., posted during the year were as under: Letters and letter-cards, 49,616; other articles, 13,308: total, 62,924. Registered letters posted numbered 3,348, and parcels 737.

*Stamps.*—The New Zealand special series of 'Victory' stamps, overprinted 'Samoa,' were brought into use in May last, but, with the exception of the 6d. and 1s. values, these are now exhausted. The denominations of stamps now in use are as follows:  $\frac{1}{2}$ d., 1d., 1 $\frac{1}{2}$ d., 2d., 2 $\frac{1}{2}$ d., 3d., 6d., 1s., 2s., 2s. 6d., 5s., 10s., £1, and £2. Stamp-sales during the year amounted to £3,048 16s. 7d.

*Buildings.*—Extensive alterations and additions have been made during the year, providing greater accommodation at the counter and mail-room, a new telephone exchange, and lineman's workshop.

*Money-orders.*—The money-orders issued numbered 1,252, for a total of £10,348 10s., and those paid 183, for a total of £1,118 17s. 8d. The commission on money-orders issued amounted to £149 16s. 10d.

*Postal Notes.*—Postal notes to the value of £681 8s. 11d. were sold, and £57 19s. 7d. paid. The amount of British postal orders sold was £278 10s. 7d., and £77 15s. 6d. paid.

*Savings-bank.*—The Western Samoa Post Office Savings-bank was inaugurated on the 16th July, and is showing very satisfactory results. The excess of deposits over withdrawals amounted to £21,334 19s. 6d., and in addition to this there was credited to depositors' accounts an amount of £313 15s. 1d. as interest, leaving a total balance of credit of depositors of £21,648 14s. 7d. Two hundred and forty-three accounts were opened and thirty-two closed, leaving 211 still in operation at the end of the year. Deposits numbered 788, to the total of £30,199 12s. 11d., and withdrawals 246, amounting to £8,864 13s. 5d.

*Work performed for other Departments.*—Among the many branches of work undertaken during the year for other Departments, including the New Zealand Post and Telegraph Department, those deserving of special mention are the Customs duty collected, of a total amount of £785 6s. 9d., and wireless traffic to the value of £2,442 11s. 8d. The amount received for Government insurance reached a total of £55 14s. 1d.; superannuation, £301 1s. 11d.; and savings-bank deposits on account of New Zealand, £4,681 14s. 1d. Miscellaneous receipts on behalf of New Zealand amounted to £31 18s. 10d., and miscellaneous payments to £1,855 17s. 11d. For the Pensions Department the sum of £486 3s. 9d. was paid. Among the items which do not bulk largely with regard to amount, but involve numerous transactions, may be mentioned the sale of *Gazettes* and Ordinances, to the value of £7 9s. 9d.; fumigation fees, £1 0s. 3d.; and registration of births, £2 17s. 6d.

*Telephones.*—The telephone revenue shows a small increase. Subscribers now number ninety-seven, with others to be added when the new exchange board is installed. The total receipts, including toll communications, amounted to £1,150 2s. 7d., being an increase of £67 5s. 10d. on the previous year.

*Private Boxes.*—The private-box accommodation has been increased from sixty to ninety-five boxes, of which seventy-four are at present in use. Rental received amounted to £76 16s. 2d., as against the previous year's £66 11s. 5d."

On the 31st August, 1921, the amount standing to the credit of depositors in the Post Office Savings-bank amounted to £26,982 1s. 8d. Of this £20,592 was invested in New Zealand, and £5,124 16s. 4d. has been remitted to New Zealand for investment, leaving a balance of £1,265 5s. 4d. in hand on the 31st August.

## RADIO STATION.

In reporting for the period 1st April, 1920, to 31st March, 1921, the Superintendent says:—

"I have pleasure in reporting that the working of the Apia Radio Station has been carried on efficiently during the year, and communication with Tahiti, Rarotonga, New Zealand, Suva, Tutuila, Tonga, also ship stations, has been maintained regularly, excepting on a few rare occasions when atmospherics have been unusually severe and it has not been possible to work through them.

"As will be seen from the accompanying details of traffic transacted, about half of the volume of work handled is made up of transmit messages, this station being an important one for the purpose of relaying traffic between New Zealand and the other islands whose low power does not permit of direct working.

"Between the hours of 8 a.m. and midnight the station is kept practically fully engaged on routine work. At all times when not engaged with other shore stations a listening service is maintained on a 600-metre wave-length for the convenience of vessels at sea."

During the year under review a new storage battery to replace the old one, which has been in use since about July, 1914, was installed. The work of installing a large battery of this type, despite the isolation of the station and difficulties in materials and labour, was successfully carried out without interfering in any way with the running of the station. The plant is in a fair condition, with the exception of the Leyden-jar condensers. These are in a very bad state, and are unobtainable except from Germany and Austria. At Awanui-Radio (New Zealand) Marconi oil condensers have recently been installed to replace the Leyden-jar glass type, and a similar replacement is under consideration here.

The radio station serves international purposes as well as the purposes of Samoa, and because it is consequently continuously open an annual deficit must be expected. Samoan revenue should not be called upon to find this deficit, and consideration is being given to a proposal to relieve Samoan revenue in this respect by an annual subsidy from the New Zealand Treasury.

DETAILS OF ENGINE-RUNNING AND OIL-CONSUMPTION AT APIA-RADIO FOR PERIOD 1ST APRIL, 1920, TO 31ST MARCH, 1921.

Month.	Total Engine-running Time.		Monthly Consumption of Crude Oil.	Consumption per Hour.
	Hrs.	min.	Gallons.	Gallons.
1920—April .. ..	94	15	255	2-70
May .. ..	90	0	267	2-92
June .. ..	111	0	258	2-32
July .. ..	102	0	266	2-60
August .. ..	94	15	267	2-80
September .. ..	85	15	262	2-70
October .. ..	149	45	246	1-60
November .. ..	179	45	377	2-10
December .. ..	62	30	292	4-50
1921—January .. ..	60	0	175	2-83
February .. ..	71	0	211	2-97
March .. ..	71	15	250	3-23

TRAFFIC HANDLED BY APIA-RADIO, 1ST APRIL, 1920, TO 31ST MARCH, 1921.

Month.	Forwarded.		Received.		Transmits.	
	Messages.	Words.	Messages.	Words.	Messages.	Words.
1920—April .. ..	322	4,548	292	5,039	734	9,404
May .. ..	373	5,065	336	5,107	748	9,301
June .. ..	389	5,684	394	5,947	893	10,919
July .. ..	346	5,499	332	4,440	886	10,248
August .. ..	267	4,730	315	4,225	599	8,548
September .. ..	308	3,527	307	3,341	785	9,612
October .. ..	360	3,943	331	3,834	727	8,973
November .. ..	313	3,937	304	3,408	750	8,969
December .. ..	341	3,696	391	4,069	749	8,560
1921—January .. ..	252	2,821	298	3,501	699	8,784
February .. ..	254	2,791	266	3,192	620	8,112
March .. ..	304	3,319	267	3,167	729	8,027
Totals .. ..	3,829	49,560	3,833	49,269	8,919	109,457

Amount earned by Apia, £5,112 14s.

POPULATION.

The Native population for 1902 onward is recorded as follows :—

1902 .. ..	..	..	..	..	..	32,815
1906 .. ..	..	..	..	..	..	34,962
1911 .. ..	..	..	..	..	..	34,063
1917 .. ..	..	..	..	..	..	37,223
September, 1918 (before epidemic)	..	..	..	..	..	38,302
December, 1918 (after epidemic)	..	..	..	..	..	30,738
April, 1921 .. ..	..	..	..	..	..	32,953

It will be observed that for the sixteen years from 1902 to September, 1918, the Native population increased by 5,487, whilst during the succeeding two years and a half to April, 1921, the increase was 2,215, a greater rate of increase than previously. It is confidently anticipated that under the progressive policy with regard to the medical service already adopted and now in course of realization, and the propaganda to be carried out in matters hygienic under the direction of the Department of Health, and attention to the care and health of children, the population will steadily increase.

The white and half-caste population for the years 1912, 1917, and 1921 is recorded as follows:—

	1912.	1917.	1921.
British .. .. .	650	648	1,035
American .. .. .	105	236	292
German .. .. .	529	530	402
Swede .. .. .	35	42	49
Danish .. .. .	39	50	80
Swiss .. .. .	26	23	47
Portuguese .. .. .	22	21	29
French .. .. .	63	68	86
Other nationalities .. .. .	40	38	6
	1,509	1,656	2,026

The following figures show the increase in white and half-caste population separately from 1912 to 1921:—

	1912.	1921.	Increase.
White .. .. .	513	835	322
Half-caste .. .. .	996	1,191	195
	1,509	2,026	517

In compiling the figures relative to population, Chinese and other contract labourers have not been counted.

#### AGRICULTURAL DEPARTMENT.

Reporting for the year 1920-21, the Director of Agriculture Department says as follows:—

*“Beetle-searching and Clean Cultivation.”*—Looking broadly at the course of events during the past year, the record for the Island of Upolu is one of steady progress both in regard to the weekly search for the beetles and to the important matter of clean cultivation, which, by eliminating its breeding-places, has been demonstrated by our experience to be the most effective method for keeping the pest in hand. In this latter connection it may be noted that the rainy season just drawing to a close has been unusually protracted and severe. As a consequence the growth of weeds has been greatly accelerated, and the task of keeping the lands in good order has been a commensurately laborious one to undertake.

“Despite the drawbacks inseparable from the inclement weather, we have been able to keep up the standard of clean cultivation with which the year commenced. The appearance of the trees at the present time has never been so good since the arrival of the beetle here some ten years ago; and, judging by the clusters of young nuts on the trees, there is every prospect of the crop in the year just commencing surpassing all past records. Whether it will be taken advantage of by the Natives to the fullest extent is another matter, depending entirely on the price offered for the product being satisfactory.

“Returns are attached showing the result of beetle-searching for the year.

*“Year’s Copra-output.”*—Production of copra during the past year has been on a disappointing scale. Some dissatisfaction has prevailed among the Natives owing to current high prices of commodities, and the discontent has been aggravated by the depressed condition of the copra-market. The resultant *sa*, or boycott, affecting both the purchase of goods at the stores and the cutting of copra, lasted to a greater or less extent for some months, with prejudicial effect on the prosperity of the island. Of late months the unfavourable weather experienced has made the position worse. Drying of the copra under such conditions is a difficult process, as the Native copra is sun-dried, and this factor, combined with the low prices paid for the product, has left little inducement to the Natives to keep production going.

“Under more favourable circumstances the output last year would, without doubt, have eclipsed the record figures of the preceding year. The crop of nuts was a prolific one, but, for the reasons specified, it was not taken advantage of, and a large portion of it went to waste. It is more satisfactory to state that, with the advent of more settled weather, cutting operations are now being resumed. The price at present offered in Apia is  $3\frac{1}{2}$  to  $3\frac{1}{2}$  cents per pound, which represents a fractional advance on that paid for some considerable time. In my opinion, the figures just quoted will be sufficient to induce the Natives to continue cutting on a barely moderate scale throughout the season just commencing; but unless a further substantial advance in the price takes place I fear we cannot hope to exceed the record output of the year 1919, when prices were at an unprecedented level.

*“Cinematograph Entertainments.”*—Two cinematograph entertainments have been given during the year in connection with the beetle campaign. Tickets to view these exhibitions are issued in exchange for beetles, larvæ, and eggs, the shows being a very popular institution with the Natives. The latter of the two shows, owing to a heavy downfall of rain, was not so successful as it would otherwise have been. The two shows together produced a total of 1,254 beetles, 3,470 larvæ, and 153 eggs.

*“Native Food.”*—A more than average supply of food has been produced on the Native plantations during the period under review. Bananas, taro, and bread-fruit—the staple foods—were all plentiful, and in one district at least bananas were allowed to rot on the trees owing to the superabundance of food. There was some lack in the Safata district owing to the severe winds in February last destroying many banana-trees, but the shortage was of only brief duration. The Inspectors had instructions from me to urge on the people the desirability of growing ample food-supplies for their own use, and to encourage them to do so at every opportunity. The banana-plants have been remarkably free from disease-attacks. As regards the year just starting, the outlook continues bright. Within the past week exceptional quantities of bananas have been brought into Apia by the Natives, and the prices asked have been very moderate indeed.

“*European Plantations.*—Since the taking-over of enemy-owned properties the European plantations have been mainly grouped under the Crown estates. Beyond these there are barely a dozen estates of any account owned by independent planters. The Department has been without the services of an Inspector for some months, until quite recently, in consequence of which there has not been that supervision of non-Native plantations that I could have wished. Nevertheless, inspections have been fairly frequent, and numerous notices have been served on owners, requiring them to destroy cacao-trees affected by bark-disease, burn empty cacao-pods, destroy lantana, &c., and in almost all instances the orders have been promptly complied with.

“On Monday, 12th July last—beetle-searching day—a simultaneous inspection of twelve plantations (one of several held during the year) took place, the object of which was to ascertain whether the weekly beetle-search was being carried out. As a result of this raid four prosecutions were instituted, and convictions obtained against all the defendants, on the charge of failing to require their coolies to make the weekly search.

“*Cacao.*—The cacao crops generally have been in excess of those of the previous year, the increase being attributable to the prevalence of specially suitable weather conditions. Unfortunately, there has been a tremendous slump in prices during the year, which has temporarily crippled the local industry. No applications to plant new areas have been received, and some three years have now elapsed since any new clearings have been made.

“*Bark-disease.*—There has been less evidence of disease among the cacao than has been the case for some years. The reason for this may be found in the fact that the Criollo variety—a very delicate type of cacao peculiarly susceptible to disease—has all but disappeared from the island. In its place, hybrid varieties of Criollo and Foresterio are now usually grown, it having been proved beyond doubt that hybrid cacaos are much hardier and better able to withstand the attacks of bark-disease.

“*Coconut Plantations.*—These plantations are for the most part in a satisfactory state. There are a few exceptions, comprising some of the smaller cultivations in the Lotopa, Papasea, and Vailima neighbourhoods. In these localities the beetle appears to be most persistent. On Mugele's plantation in particular there are trees that have been attacked again and again within the past five years, and have as many times recovered. Even here, however, the position is much better than was formerly the case. The plantations comprising the Crown estates, taking them on the whole, are looking very well, and I have no doubt the copra-output has been very good. Next year I anticipate it will be better still.

“*Beetle-traps.*—Traps as a means of controlling the beetle were abolished between four and five years ago. Some half-dozen of these traps were nevertheless retained for observation purposes on the Vaitele and Vailele Crown estates, under strict European supervision. About three months ago Mr. Forsell, manager of Vaitele, and, later still, Mr. Meecham, manager of Vailele, both informed me that the traps had been dismantled because the results obtained were not of sufficient consequence to justify the cost of upkeep—one of the several reasons why we decided to abolish the traps five years ago. No disease or pest of importance other than the beetle affecting the coconut-palms has been reported.

“*Flying-foxes.*—The generally accepted opinion appears to be that the flying-fox is more numerous than ever, and there can be no doubt that the loss inflicted by this pest in its attacks upon the fruit-trees is very considerable. Breadfruit, mangoes, papayas, young coconuts, the vi (*Spondias dulcis*), &c., all suffer from its depredations to a greater or less extent, and in some cases it is found necessary to pluck the fruits before they reach the ripe stage in order to save them. Having regard only to the question of control, the flying-fox is perhaps the biggest pest-problem we have to face. The bats cannot be destroyed to any very great extent by shooting, for the reason that they soon become wary from a sense of danger at the sound of the gun, and at all times throughout the day fly very high. Steps have been taken to ascertain the possibility of the introduction of a virus.

“*Rats.*—Complaints regarding the damage inflicted by rats continue to be heard. The loss occasioned through the activities of this pest is in all probability as great as ever. Here, fortunately, the problem is a comparatively simple one. Poisoning is the most effective method to employ, as I have demonstrated in a practical manner on more than one occasion. Our planters apparently do not realize the fact, and allow the rodents to go on increasing until they gain the upper hand, at which stage we begin to hear loud complaints about the extent of their depredations. I am convinced that if the poisoning were carried out in a systematic manner we should in the future hear very little about the losses due to this cause.

“*Milkweed (Asclepius).*—This plant, which was first noticed in Samoa about three years ago, and is believed to have been the cause in several cases of mysterious death among the grazing-stock, has received attention from the Department during the year. Our Inspectors have had instructions to acquaint the Natives, who are now generally aware of the danger, besides which a notice has been printed in the *Savali* warning the Natives to look out for it, and to destroy it when found. A description has also been published in the *Samoa Times*. A specimen of the plant is kept in the office for inspection by visitors.

“*Lantana.*—Since taking over the work in connection with lantana the Department has sent out large numbers of notices for the eradication of this pest, which remains a source of trouble on many of the plantations.

“*Fumigation* is carried out under the Customs Department. An officer from the Agricultural Department attends the arrival of steamers to ensure that the regulations regarding the fumigation are strictly observed. There is a common practice among passengers of bringing oranges and other fruits ashore, and as far as possible we endeavour to have this fruit fumigated. A species of fruit-fly has been observed from time to time in Samoa for some years past, but apparently it does little damage, and it is probable that the species is unable to survive the wet season. Plants arriving from overseas are subjected to fumigation, and are dipped or sprayed with a suitable fungicide before they are allowed to be removed. Importations of plants from Fiji are prohibited.



“ *Government Agricultural Farm, Tulalee.*—Substantial progress has been made at the farm in spite of the shortage of labour, which until recently we have had to contend with. Since the arrival of the present manager, Mr. Davidson, in October last, much work in addition to that of a preparatory nature has been accomplished. A garden nearly 4 acres in extent has been laid out, paddocks fenced off, water laid on, &c. Preparations are at present under way to lay out land for experimental plots. The garden is now getting into shape; and, as showing the progress achieved, the following fruits and vegetables may be enumerated as having been grown, in most cases with very satisfactory results: Beans, radishes, lettuce, Avocado pears, limes, tomatoes, oranges, bananas, pineapples, papayas, carrots, sweet corn, cucumbers, watercress, breadfruit, cabbage, cow-peas, pigeon-peas, peanuts, melons, pumpkins, beetroot, parsley, maize, egg-plant, kohlrabi. Most of the produce has been sent to the Government Hospital at Motootua and the Central Hotel, and a small quantity has been sold to the public. The Government school has been supplied with bananas.

“ In February last a consignment of citrus-plants from California, numbering 320 trees, arrived in excellent condition, and consisted of oranges (Washington Navel, Thomson Improved, Mediterranean Sweet, Ruby, and Jaffa), mandarins (Dancy Tangerine), lemons (Eureka, Lisbon, Villa, Franea), pomelos (Marsh’s Seedless, Duncan), sweet limes, and limes (Tahiti, Rangpur, and Mexican). The plants are making good growth, the loss due to overheating on the voyage being not more than 7 per cent.

“ *Fodder-grass Experiments.*—A small parcel of about a score of varieties of grass-seeds have been ordered from Australia, the intention being to experiment at the farm, for the purpose of obtaining pasture and fodder grass. The experiment will be conducted on a small scale, and the results carefully watched. Later, when the necessary data in respect to the most suitable varieties for growing in Samoa has been ascertained, plantings on a larger scale will be undertaken by the Crown estates in connection with their lately developed cattle scheme. In view of the very high prices at present ruling for horse-feed this scheme should be productive of most useful results. Experiments with various grasses were carried out in 1917 at the wireless station and Vailima, but owing to the insufficient staffing of the Department at the time I was unable to devote proper attention to the work.

“ Early in February I received a parcel of seeds from the Hon. Q. F. Roberts, American Vice-Consul, with the request that I would give them a trial and report results to him for transmission to Washington. The seeds have been planted at Tulalee, and I am awaiting the report of the farm-manager thereon.

“ *Chickens and Ducks.*—An order has been placed with New Zealand for three pens of White Leghorn fowls and one pen of Indian Runner ducks. I hope to receive these in due course, and the birds may form the nucleus of a small chicken-farm. In connection with the foregoing scheme, we hope to grow our own fowl-feed, such as maize, pigeon-peas, &c. These, supplemented with an occasional mixture of pollard, should keep the birds in good condition, with an upkeep at a very small cost.

“ *Cattle.*—I have arranged with the Crown estates for thirty head of cattle, the grazing of which on the farm will enable us to keep the place in better order.

“ *Rainfall.*—The following monthly record of rainfall for the year 1920 has been supplied by the Director of the Samoa Observatory :—

					Total per Month.	Maximum for Twenty-four Hours.	Date of Maximum.
					mm.	mm.	
January	..	..	..	..	339	100.0	17
February	..	..	..	..	286	60.8	15
March	..	..	..	..	282	48.0	9
April	..	..	..	..	232	60.9	12
May	..	..	..	..	176	55.4	21
June	..	..	..	..	183	63.2	29
July	..	..	..	..	151	23.3	19
August	..	..	..	..	335	86.0	21
September	..	..	..	..	69	10.7	20
October	..	..	..	..	353	100.0	21
November	..	..	..	..	488	115.7	1
December	..	..	..	..	305	54.2	12
Total for year					3,199		

“ *Cruelty to Animals.*—I beg to bring to notice the fact that there is no Society for the Prevention of Cruelty to Animals in Samoa, and that something of the kind is badly needed. Much cruelty is (usually unwittingly) caused to animals and birds by the Natives, who require to be better educated regarding their moral responsibility towards the lower orders of creation.”

On the 4th August, reporting upon an inspection made during April, May, June, and July of all Native plantations in Upolu, the Director of Agriculture says :—

“ This inspection was undertaken primarily to adjudicate on the land-cleaning competition, which, commencing in October last, terminated in March, but opportunity was taken to explain the new Beetle Ordinance to all Puluenuus, to fix beetle quotas, and to go through the respective districts with the Pule Faatoagas for the purpose of initiating them in the details of their work. Not less important, I took occasion to expound the new Copra Ordinance, in regard to the provisions of which some of the Puluenuus had very little knowledge. I also went over all the copra-sheds. Some of these I found to be in a defective condition, letting in the rain, with the result that considerable quantities of copra were spoiled. (I have since advised merchants to this effect, and they have replied undertaking to remedy the defects complained of.) It is satisfactory to be able to report that in the interval since the new Ordinance came into force there has been a great improvement in the quality of copra brought in.

"The work in connection with the land-cleaning competition proved to have been of a highly satisfactory character, resulting in the cleaning-up of approximately 12,760 acres, comparing very favourably with that accomplished by the previous competition, held in 1918. The results, together with my remarks thereon, will shortly be printed in the *Savali*.

"On a general review of the situation derived from my observations on this latest tour I am enabled confidently to reaffirm the assurance tendered in my reports covering the last two years. As month after month elapses it becomes increasingly evident that we have the pest well in hand. The position is, in fact, progressively satisfactory, and must continue thus so long as the principle of clean cultivation is consistently observed. As I have previously reported, there are whole districts now where little traces of the beetle can be seen—notably Aleipata and Fagaloa—while in other districts, where subsequent to the epidemic and the consequent suspension of searching and cleaning-up operations the beetle for a time was again making headway, the temporary set-back has been more than retrieved, and the situation now is more satisfactory than ever. In particular I may specify in support of this statement the Aana district, and also the stretch of road between Lefaga and Saleaula and the last-mentioned place and Saanapu, in regard to the unsatisfactory state of which His Excellency the Administrator drew my attention on the occasion of his last visit there some months ago. The people of two villages were concentrated in cleaning it up, and, as always happens, the beetle yielded to this treatment, and the place now manifests an undoubted improvement. I have no apprehensions regarding the future. The Natives now thoroughly understand what is expected of them, and I do not anticipate any trouble in keeping them up to the mark in the work of beetle-suppression."

#### BEETLE RETURNS FOR UPOLU.

##### *European.*

Beetles, larvæ, and eggs collected on European plantations in Upolu for the year 1st April, 1920 to 31st March, 1921: Beetles, 73,789; larvæ, 658,000; eggs, 45,644.

For the previous year, 1st April, 1919, to 31st March, 1920, the numbers were—Beetles, 53,614; larvæ, 629,064; eggs, 34,548.

##### *Native.*

Year April, 1920, to March, 1921: Beetles, 230,172; larvæ, 2,955,329; eggs, 409,591.

Year April, 1919, to March, 1920: Beetles, 263,437; larvæ, 2,422,792; eggs, 298,140.

#### NATIVE PLANTATIONS.—STATEMENT OF BEETLES, LARVÆ, AND EGGS COLLECTED IN UPOLU DURING THE MONTHS APRIL, 1920, TO MARCH, 1921.

##### *Beetles.*

Month.	Aana.	Tuamasaga.	Atua.	Aleipata.	Falealili.	Safata.
April .. ..	6,140	14,394	1,300	996	1,848	1,806
May .. ..	9,682	12,272	2,014	1,587	1,568	2,417
June .. ..	4,709	9,593	1,915	1,469	1,344	1,936
July .. ..	5,026	10,878	2,619	1,416	1,684	2,134
August .. ..	5,670	10,690	1,458	1,634	1,108	2,134
September .. ..	3,481	7,393	1,086	995	1,266	1,435
October .. ..	3,268	5,616	1,115	1,300	1,144	2,769
November .. ..	3,539	7,022	957	1,379	1,314	3,032
December .. ..	3,062	6,279	589	1,296	1,004	2,331
January .. ..	3,749	7,305	805	1,243	1,668	2,912
February .. ..	2,981	6,130	670	749	707	1,965
March .. ..	2,394	4,834	693	936	689	2,579
Totals .. ..	53,701	102,406	16,221	15,000	15,344	27,500

Total beetles, 230,172.

##### *Larvæ.*

Month.	Aana.	Tuamasaga.	Atua.	Aleipata.	Falealili.	Safata.
April .. ..	93,043	75,264	29,980	26,448	22,221	30,206
May .. ..	124,312	85,750	26,522	32,955	24,864	36,548
June .. ..	74,636	77,034	25,217	33,656	22,549	25,346
July .. ..	65,548	91,045	37,210	28,701	27,667	25,792
August .. ..	64,717	88,761	54,410	34,244	18,748	29,100
September .. ..	39,646	68,621	18,976	18,260	20,727	23,086
October .. ..	48,069	75,798	24,880	33,601	19,636	58,864
November .. ..	59,841	74,335	20,594	35,190	22,298	44,453
December .. ..	47,168	51,783	14,987	29,799	16,406	44,642
January .. ..	60,854	56,473	16,438	33,708	17,873	52,434
February .. ..	71,308	30,436	11,190	23,472	12,089	37,094
March .. ..	55,995	34,821	11,955	26,370	16,158	42,507
Totals .. ..	805,137	810,121	292,359	356,404	241,236	450,072

Total larvæ, 2,955,329.

*Eggs.*

Month.	Aana.	Tuamasaga.	Atua.	Aleipata.	Falealili.	Safata.
April .. ..	10,918	9,560	3,376	1,429	3,163	2,159
May .. ..	12,155	18,113	3,443	1,983	3,067	4,101
June .. ..	6,754	14,987	3,055	1,737	3,127	2,218
July .. ..	14,116	15,671	3,641	2,069	4,081	2,311
August .. ..	11,663	20,601	3,218	3,031	4,784	3,386
September .. ..	6,180	15,987	2,335	1,638	3,439	2,500
October .. ..	7,481	12,166	3,027	1,731	4,298	4,467
November .. ..	7,387	16,596	2,307	2,730	4,799	4,647
December .. ..	5,435	12,432	1,573	2,908	1,300	2,917
January .. ..	6,960	14,391	3,868	2,711	4,032	6,525
February .. ..	5,302	8,978	1,866	1,528	1,869	4,078
March .. ..	5,249	8,173	1,843	2,541	1,883	3,597
Totals ..	99,600	167,655	33,552	26,036	39,842	42,906

Total eggs, 409,591.

## CUSTOMS AND MARINE (INCLUDING HARBOURMASTER'S DEPARTMENT).

The revenue collected by this Department at Apia, the only port of entry in Western Samoa, during the financial year ended 31st March, 1921, amounted to £104,632 14s. 10d., made up as follows :—

	£	s.	d.
Customs import duties .. ..	78,322	4	3
Customs export duties .. ..	9,563	8	0
Shipping fees .. ..	1,027	14	3
Lighterage and stevedoring sundries .. ..	8,290	13	10
Transshipment, storage, and bond fees .. ..	368	14	5
Taxes .. ..	4,372	2	6
Native travelling-passes .. ..	77	12	0
Other receipts .. ..	2,610	5	7
Total receipts .. ..	£104,632	14	10

The following revenue was collected during the preceding five years : 1915–16, £42,402 0s. 11d. ; 1916–17, £41,057 9s. 5d. ; 1917–18, £60,196 11s. 9d. ; 1918–19, £49,153 3s. 9d. ; 1919–20, £58,791 19s. 11d.

It will thus be seen that the year under review has been a record one so far as receipts are concerned. This was contributed to by the very high prices realized for island produce in the earlier part of the year, and the heavy importations of goods at inflated prices.

The following figures show the value of imports and exports for the year ending 31st March last and the previous five years :—

	Imports.	Exports.	Total Trade.
	£	£	£
1915 .. ..	267,091	262,389	529,480
1916 .. ..	180,340	235,415	415,755
1917 .. ..	301,173	320,444	621,617
1918 .. ..	309,396	306,640	616,036
1919 .. ..	291,368	532,500	823,868
1920 .. ..	561,153	386,587	947,740

In reporting on the work of his Department for the year under review the Collector of Customs says :—

“The Harbourmaster is responsible for the launches, lighters, beacons, buoys, coastal shipping, examinations of masters and engineers, and kindred technical matters, and no doubt will report upon same in due course. Accounts in connection with his work are issued and collected in the Customs long-room.

“*Taxation.*—The Customs Department collects all taxes. Steps are being taken to make use of the newly appointed Resident Commissioners to obviate the need for Customs officers touring the islands to collect taxes.

“*Lighterage.*—This was taken over from the Harbourmaster on the 1st July, 1920, but was found to be an onerous undertaking owing to labour troubles, claims for damage to goods, and the difficulty of efficient supervision. A satisfactory arrangement dating from the 1st March, 1921, was effected with a local syndicate to take over the lighterage and to lease the import and export sheds, bond, and seven lighters.

“*Staff.*—As a result, considerable reduction in staff has been possible, and the present organization of Collector, Examining Officer, First Clerk, Clerk, Taxation Clerk, and messenger is quite adequate for the work.

“*Smuggling.*—Several ingenious attempts at introducing opium have been frustrated, but the nearness of Fiji, where opium is sold freely, makes detection a difficult matter. Steps are at present being taken, in conjunction with the Police Department, to effect a more complete patrol of the

waterfront, to which end a new Harbour Ordinance is being drafted to give the necessary powers to the Customs.

"*Prohibition.*—This has lightened the work of the Department, though rendering precautions against smuggling more necessary.

"*Arms and Ammunition Ordinances.*—Considerable extra work has fallen on this Department owing to this method of controlling importations.

"*Tariff.*—The German tariff was replaced on the 1st May, 1920, by a new one, the main changes being—(a) Increased simplicity in assessing the value for duty; (b) replacement of many fixed duties by a flat rate; (c) granting preference to British goods; (d) export rates. The attached table shows the effect of the changes in certain staple lines.

"*German Ordinances.*—The inconvenience of working under these is recognized, and steps are being taken to replace them with new machinery.

"*Landing Facilities.*—The need for lightering all cargo from the roadstead (about one mile) causes expense, loss, and trouble. The time does not seem ripe for the construction of a wharf, but much might be done with the dredging and the installation of up-to-date cranes, trolly-lines, &c., when labour and materials are available."

For the period 1st April to 31st August, 1921, the revenue collected by the Department amounted to £30,674 3s. 2d., made up as follows:—

	£	s.	d.
Customs import duties .. .. .	23,519	6	4
Customs export duties .. .. .	2,791	17	1
Shipping fees .. .. .	393	4	0
Lighterage, water, and shipping sundries .. .. .	713	13	4
Transshipment and bond fees .. .. .	8	10	9
Taxes .. .. .	3,048	1	0
Native travelling-passes .. .. .	9	8	0
Other receipts .. .. .	190	2	8

£30,674 3 2

In reporting on various phases of the work performed the Collector says as follows:—

"*Taxation.*—A vigorous campaign has been conducted against defaulters, with excellent results. The Crown Law Officers are still engaged in suing obstinate offenders.

"*Distillation Act.*—A series of joint raids by this Department and the police brought three offenders to trial, resulting in heavy fines, and illicit distilling appears to have been discontinued for some time in consequence.

"*Arms and Ammunition Ordinances.*—By arrangement with the police this work is now controlled by that Department.

"*German Ordinances.*—Most of these will disappear when the Revenue and Taxation Ordinance now before the Legislative Council comes into force.

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

"*Landing Facilities.*—Considerable improvements are being effected on the waterfront. The imports-shed has been reroofed, other sheds repaired, the wharf strengthened, new landing-stage provided, approaches better laid out, and a further series of improvements agreed to by conference between this Department and the Public Works."

#### ALTERATIONS IN DUTY.

Commodities.	Whence imported.	Invoice Values, March, 1920.	Customs Duty, Old Tariff, March, 1920.	Duty under New Tariff.
		£ s. d.	£ s. d.	£ s. d.
Keg beef, 40s. .. .. .	N.Z. ..	1 0 0	0 2 10½	0 3 4
Tinned meat, 1s. (one dozen) ..	N.Z. ..	0 14 6	0 2 0	0 2 4½
" 1½s. " .. .. .	N.Z. ..	1 1 6	0 2 11½	0 3 6½
" 2s. " .. .. .	N.Z. ..	1 6 0	0 3 7	0 4 3½
" 3s. " .. .. .	N.Z. ..	1 18 0	0 5 3	0 6 3½
" 4s. " .. .. .	N.Z. ..	2 10 0	0 6 11	0 8 3
" 5s. " .. .. .	N.Z. ..	3 2 0	0 8 8	0 10 3
" 6s. " .. .. .	N.Z. ..	3 13 0	0 10 1	0 12 0½
Cabin biscuits, 40s. .. .. .	N.Z. ..	0 19 10	0 3 0¼	0 3 1½
" 4s. " .. .. .	N.Z. ..	0 2 9	0 0 5	0 0 5½
Sugar (1 ton) .. .. .	N.Z. ..	23 17 6	3 9 10	3 18 9
Tea (56 lb.) .. .. .	N.Z. ..	5 19 0	0 16 4	0 19 8
Flour (1 ton) .. .. .	Aus. ..	26 15 0	3 18 0	4 8 6
Soap ("Demon") .. .. .	N.Z. ..	2 15 1	0 7 8	0 9 1
Rope .. .. .	N.Z. ..	2 16 0	0 7 8	0 9 4
Tinned salmon (one dozen) ..	U.S.A., N.Z.	0 11 0	0 1 5½	0 2 8
Tinned pilchards (one dozen) ..	U.S.A., N.Z.	0 10 3	0 1 5	0 2 6
Kerosene .. .. .	U.S.A., N.Z.	0 19 0	0 2 10½	0 4 9
Benzine .. .. .	U.S.A., Fiji	1 7 10	0 3 11	0 6 11

## LAND AND SURVEY DEPARTMENT.

On the 1st May, 1920, the responsibility for lands, surveys, and works, which had previously come under one Department, was divided by the creation of separate Departments for Lands and Surveys and for Public Works. This involved a certain amount of disorganization to both Departments, as necessarily records, instruments, office accommodation, &c., had to be rearranged. The Department of Lands and Survey was moved to new offices, and such division of instruments and office equipment made as was practicable.

At this time the staff of the Lands and Survey Department consisted of one Chief Surveyor, one Native licensed assistant, and two cadets. Native licensed assistants are advanced cadets who have been sent to New Zealand for training in the Survey Department, and who have there qualified as licensed assistants under New Zealand regulations. The practice of sending cadets for training in this manner has proved very satisfactory, not only by reason of the acquisition of technical knowledge, but by reason of a widening of general education. The Chief Surveyor (Mr. Macdonald), on the 7th December, on the occasion of the resignation of Captain Cotton, took over control of the Native Department, and has since acted as Secretary of Native Affairs as well as Chief Surveyor. This was the situation when the fiscal year ended on the 31st March. During the year a considerable amount of work was accomplished, both in regard to lands and in regard to surveys. In lands forty-eight applications regarding Native land were received, investigated, and reported on, and in approved cases surveys were made. In surveys the following work was accomplished :

## FIELD WORK.

Surveys :—

Lands and title surveys .. .. .	28
Lands and title subdivisional surveys .. .. .	9
Leasehold surveys .. .. .	7
General surveys .. .. .	16
Official surveys .. .. .	5
Alignment surveys of roads (total length, 3½ miles) .. .. .	9
<b>Total .. .. .</b>	<b>74</b>

## OFFICE WORK.

Plans, maps, and tracings :—

	Plans and Maps.	Tracings.
Original plans, Land and Titles surveys, and tracings of same .. .. .	28	56
Compiled plans, Land and Titles Commission, and tracings of same .. .. .	7	14
Subdivisional plans, Land and Titles Commission .. .. .	18	..
Original plans of leases, and tracings of same .. .. .	7	14
Original plans general surveys, and tracings of same .. .. .	16	16
Original plans alignment surveys, and tracings of same .. .. .	24	24
Plans and tracings in connection with official surveys .. .. .	20	..
Maps, tracings, lithographs (district divisions and coloured) issued to various Departments .. .. .	30	..
<b>Totals .. .. .</b>	<b>150</b>	<b>124</b>

Plans as under were registered and recorded :—

Alignment plans .. .. .	24
Native compass surveys, Upolu .. .. .	7
Subdivision of parcels, Prisma surveys in Upolu, and magnetic-compass surveys, Savaii .. .. .	130
Charts .. .. .	12
Divers survey plans .. .. .	10
	<b>183</b>
Previously recorded .. .. .	866
<b>Total .. .. .</b>	<b>1,049</b>

## STAFF.

A licensed surveyor having arrived from New Zealand and another Native licensed assistant having returned after completing his training in the Dominion, the present staff is one Chief Surveyor, one Assistant Surveyor, two Native licensed assistants, and two cadets.

## FINANCE.

The financial situation on the 31st March, 1920, was as set out in Table A.

During the year ended 31st March, 1920, the ordinary expenditure exceeded the ordinary revenue by £1,292 9s. 2d., the figures being as follows : Expenditure, ordinary, £96,314 2s. 8d. ; revenue, ordinary, £95,021 13s. 6d. In addition, an amount of £12,195, 4s. 6d. was expended against Loan Account, as follows : Purchase Central Hotel, £9,500 ; waterworks, £2,695 4s. 6d.

The situation as on the 31st March, 1921, was as set out in Table B.

During the year ended 31st March, 1921, the ordinary revenue exceeded the ordinary expenditure by £12,247 16s. 9d., the figures being as follows : Revenue, ordinary, £149,026 16s. 5d. ; expenditure, ordinary, £136,778 19s. 8d.

The ordinary revenue was made up as follows :—

	£	s.	d.
Native taxes .. .. .	9,138	9	6
Customs and Marine (including Harbourmaster's Department, and including lighterage) .. .. .	104,632	14	10
Fees of Court .. .. .	8,368	0	8
Post Office .. .. .	4,820	3	9
Wireless station .. .. .	6,369	6	7
Miscellaneous (sale of produce, stores, cattle, rents, interest, &c.) .. .. .	15,698	1	1
	<u>£149,026</u>	<u>16</u>	<u>5</u>

The ordinary expenditure fell under the following heads :—

	£	s.	d.
Administrator and Legislature .. .. .	5,766	0	2
Secretariat .. .. .	2,005	8	3
Native Department .. .. .	15,195	14	4
Treasury .. .. .	2,325	18	0
Customs and Marine (including Harbourmaster's Department and including lighterage) .. .. .	20,661	10	11
Justice Department .. .. .	4,405	3	6
Police and Prisons Department .. .. .	9,952	8	11
Medical Department .. .. .	15,840	1	3
Agriculture Department .. .. .	5,405	2	6
Labour Department .. .. .	2,944	19	10
Postal Department .. .. .	4,329	7	11
Wireless Department .. .. .	7,650	12	5
Education Department .. .. .	3,176	4	4
Stores Department .. .. .	2,164	0	10
Lands and Survey Department .. .. .	1,406	16	7
Public Works Department .. .. .	13,795	15	4
Miscellaneous (covers travelling and transfer allowances, retiring-allowances, printing, stationery, furniture, &c.) .. .. .	19,753	14	7
	<u>£136,778</u>	<u>19</u>	<u>8</u>

The expenditure under the head of "Miscellaneous" included an amount of £3,790 for retiring-allowances accrued and due, and retrospective increases in pay due to officers prior to the 31st March, 1920, during military administration, so that, had it not been for this amount, the ordinary revenue would have exceeded the ordinary expenditure by £16,037 16s. 9d. instead of £12,247 16s. 9d.

In addition to the ordinary expenditure, an amount of £29,434 3s. 10d. was expended during the year against Loan Account, as follows :—

	£	s.	d.
Waterworks .. .. .	9,648	9	7
Hospital extensions .. .. .	3,899	9	2
Hospital outstation, Tuasivi .. .. .	2,237	10	4
Hotel extension .. .. .	13	11	3
Post Office additions .. .. .	958	2	10
Laundry .. .. .	2,518	17	2
Electric light, Vailima .. .. .	281	8	6
Motor park .. .. .	1,523	5	4
Public Works plant .. .. .	1,235	2	4
Hotel purchase .. .. .	500	0	0
Hotel equipment .. .. .	291	10	4
Wireless quarters .. .. .	81	13	10
Quarters .. .. .	2,836	6	4
Quarters, construction .. .. .	2,215	14	8
Quarters, purchase .. .. .	853	6	0
Reclamation and protection of roads .. .. .	222	16	0
Roads and bridges .. .. .	117	0	2
	<u>£29,434</u>	<u>3</u>	<u>10</u>

During the year ended 31st March, 1921, an amount of £12,585 13s. 4d. was placed to reserves to provide for any loss in the realization of assets taken over from the Military Administration, and to form the nucleus of an insurance fund against loss by fire of Administration property.

The currency note issue, totalling £45,000, is protected by investments amounting to £54,000 in New Zealand Government debentures and inscribed stock.

Post Office Savings-bank deposits amounted to £21,648 14s. 7d. at the 31st March; of this amount £13,592 is invested in New Zealand Government securities, £5,576 14s. 9d. has been transferred to New Zealand for investment, and the balance, £2,479 19s. 10d., was in current account on the 31st March. On the 11th April a further £3,000 was remitted to New Zealand for investment, to cover the balance in hand on the 31st March, and receipts for the first week in April. Under the Samoa Post and Telegraph Order, 1920, the balance of all moneys in the Samoan Treasury, representing deposits in the Samoan Post Office Savings-bank, and in excess of £2,000, shall, each month, be paid out of the Samoan Treasury into the Post Office Account (New Zealand), for investment or other disposition in accordance with the laws in force in New Zealand with reference to that account.

TABLE A.

STATEMENT OF ASSETS AND LIABILITIES ON THE 31ST MARCH, 1920.

Assets.			Liabilities.		
	£	s. d.		£	s. d.
Cash in hand .. .. .	364	16 3	Advances—		
Cash at bank .. .. .	1,512	4 8	Sundry unspecified .. .. .	7,046	8 4
Imprests .. .. .	1,017	10 0	New Zealand Treasury, to be transferred		
Unallocated stores .. .. .	2,988	19 11	to Loan Account .. .. .	10,048	9 9
Deposits .. .. .	1,680	5 5	Deposits .. .. .	5,465	17 10
German currency .. .. .	95	9 3	Suspense .. .. .	2,161	11 2
Advances—			Currency notes .. .. .	40,000	0 0
Sundry unspecified .. .. .	6,937	6 5	Excess of assets over liabilities .. .. .	28,029	10 1
War special .. .. .	6,449	19 0			
Purchase Central Hotel .. .. .	9,500	0 0			
Water and drainage works .. .. .	5,402	0 4			
To be transferred to Loan Account investments (New Zealand Government debentures and inscribed stock) .. .. .	56,803	5 11			
	£92,751	17 2		£92,751	17 2

The Treasury, 1st May, 1920.

H. C. TENNENT, Treasurer.

TABLE B.

STATEMENT OF ASSETS (LIQUID) AND LIABILITIES ON 31ST MARCH, 1921.

Assets.			Liabilities.		
	£	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
Imprests .. .. .	21	7 5	Deposits .. .. .	3,679	17 4
Stores unallocated .. .. .	36,098	8 2	Deposits, Savings-bank—		
German currency .. .. .	95	9 3	Investments as per		
Advances—			contra .. .. .	13,592	0 0
War special .. .. .	6,195	1 6	Transfer funds in New		
Sundry .. .. .	22,001	2 11	Zealand .. .. .	5,576	14 9
Loan Works Account—			Current account .. .. .	2,479	19 10
Water-supply .. .. .	15,050	9 11		21,648	14 7
Other works .. .. .	29,285	14 3	Suspense .. .. .	2,105	6 0
Investments—			Loan Account .. .. .	44,336	4 2
General (New Zealand Government debentures and inscribed stock) .. .. .	55,704	1 8	Currency notes .. .. .	45,000	0 0
Post Office Savings-bank .. .. .	13,592	0 0	Excess of assets over liabilities .. .. .	27,329	3 6
	69,296	1 8			
	£180,564	1 11		£180,564	1 11

The Treasury, 16th July, 1921.

H. C. TENNENT, Treasurer.

JUSTICE: REGISTRATION OF LAND.

Both of these duties are dealt with by the Justice Department under the Chief Judge, who in his report for the year ended 31st March, 1921, says as follows:—

“The work of this Department is at present carried on by—

- “(a.) A Chief Judge of the High Court, controlling the Court and the Department, acting as Judge in cases beyond the Commissioner’s jurisdiction, and presiding over the Samoan Land and Titles Commission, which is a division of the Court.
- “(b.) A Commissioner of the High Court in Apia. This official is also Crown Solicitor, Crown Prosecutor, and Crown Law Draftsman, and is in the main engaged in duties in these capacities.
- “(c.) A Commissioner of the High Court in Apia, who deals with most of the civil and criminal work of the Court which is within Commissioner’s jurisdiction, and is also Assistant Court Solicitor.
- “(d.) Two Commissioners of the High Court, resident in Savaii and Aleipata respectively, who deal with the Court work in their respective districts when within Commissioner’s jurisdiction, and have various other duties not relating to this Department.
- “(e.) A Registrar of the High Court at Apia, with the usual duties of a Court Registrar, who is also Registrar of Marriages, Companies, and Chattel Securities.
- “(f.) A Registrar of Land, appointed under the Samoa Land Registration Order.
- “(g.) Native clerks, typists, interpreters, and messengers.

“In addition to the above, the jurisdiction of Commissioner of the High Court has been conferred on the Secretary for Native Affairs, and on the Chinese Commissioner, for the purpose of dealing with certain minor Samoan offences and with minor offences by Chinese contract labourers respectively, and in the exercise of these jurisdictions these officials are controlled by the head of the Department.

“It should be mentioned that, Samoa having been under mandatory control only since the 1st May last, the establishment and duties of the Department during the first month of the period now under review (1st April, 1920, to 31st March, 1921) differed considerably from what they are at present. Since the 1st May, also, the increased work of the Department has necessitated the employment of the officer designated under (c) as from October last, and of the officer designated under (f) as from Decem-



ber last. The office of Commissioner of the High Court resident in Aleipata district (d) was inaugurated in September last, and the limited jurisdiction above referred to was given to the Chinese Commissioner in October last. In other respects the number of the staff and their duties are substantially the same as on the 1st May, when the Territory came under mandatory control by the operation of the Samoa Constitution Order. The present Chief Judge assumed office in September last.

"The above summary of the personnel and duties of the officials indicates the scope of the work of the Department.

"*Administration of Justice.*—Both the civil and criminal work of the Court has greatly increased during the period under review. The attached tables show the numbers of civil and criminal cases dealt with by the Court at Apia during this period. From the tables it will be seen that the number of persons charged is 493. The corresponding numbers for the years 1917, 1918, and 1919 are 178, 65, and 117 respectively.

"The increase in civil work is also great, the actions heard numbering 53, as against 13, 24, and 25 for the years 1917, 1918, and 1919 respectively.

"The increase in criminal work is particularly indicated by the fines inflicted, which for the present period amounted to £896 16s. 6d., as against £341 14s. 6d. for the preceding twelve months. In addition to these figures the Secretary for Native Affairs has dealt with 266 minor civil and criminal Native cases during the period under review.

"The reasons for the increase of crime are probably to be found in the relaxing of control over the younger generation of Samoans through the death of many of the older chiefs during the influenza epidemic of 1918, and the withdrawal of the Samoan Constabulary, which was completed in October last.

"It has been necessary to inflict exemplary punishments for offences of theft, burglary, and importation of opium, and it is believed that this policy is already achieving its object, and will be vindicated by the criminal statistics for the forthcoming year.

"The Court at Apia has sat for the trial of criminal cases on 113 days during the period under review, and on forty-one days for the trial of civil cases.

"The administration of justice is rendered difficult and tedious by the fact—well recognized by the Germans—that the Samoan in general has no just appreciation of the obligations of an oath, and by a strong tendency among them to sacrifice truth in the interest of relatives or at the dictate of chiefs.

"Serious assaults and offences against life have been comparatively rare. There has been no conviction for murder, and only one for manslaughter, during the last twelve months.

"The cases dealt with by the Samoa Land and Titles Commission number forty-one, and the Commission has sat on twenty-six days under the presidency of the Chief Judge."

The Land and Titles Commission is a tribunal dealing with the matters relating to Samoan land and titles of honour, the possession of such a title frequently carrying with it certain rights controlling land. This tribunal originated with the Germans, with a personnel of a white President and assessors, and a number of Native assessors. This arrangement has been carried on by the Samoa Land and Titles Commission Order, the tribunal being elevated as a part of the High Court, with the Chief Judge of the High Court as President. The assistance of the Native assessors is valuable, and the tribunal has done and is doing good work.

"*Legal Advising and Drafting for the Crown.*—The work of Crown legal adviser and solicitor has been heavy owing to the difficulties arising out of the change on the 1st May, 1920, from the German legal system to that introduced by the Samoa Constitution Order, and to the unfamiliarity of the new law. The Crown law-drafting work has also been heavy. The Constitution Order and the other Orders in Council introduced on the 1st May leave much to be dealt with by local Ordinances, and the ground has so far only been partially covered."

Since that date twenty-three Ordinances have been passed, many more have been drafted for submission to the Legislative Council, and others are in immediate contemplation.

"*Registration of Lands, &c.*—The Samoa Land Registration Order of the 1st May, 1920, requires the preparation of a new land register for all European land. This necessitates the translation of a great part of the present registers and of a very large number of files from the German, and the revision and rewriting of the records of all current dealings with land. This is a long task, presenting difficult legal problems and requiring constant reference to the German law. Up to the time of the appointment of the present Land Registrar in December last it was not possible to do more than record instruments as presented and determine the form of the new register. Since that date the preparation of the new register has been undertaken. The register is now nearly completed, and it is anticipated that the Registrar can be relieved during October or November.

"*General.*—The Registrar of the Court has opened registers of marriages, companies, and chattel securities, in accordance with the requirements of the Constitution Order and the Companies Ordinance.

"The Register of Foreigners existing prior to the 1st May, 1920, was approved by the former Chief Judge as the Register of Europeans required to be kept under the Order in Council entitled the Samoa Registration of Europeans Regulation, 1920."

"The officers of the Department are fully occupied in every branch by their respective duties, but with the additions made during the period under review the staff is competent to deal with the present volume of work.

"Several amendments to the Constitution Order recommended by me to facilitate the administration of justice have been effected, and other necessary amendments will be indicated by further experience."

At the date of the Chief Judge's report further office accommodation for the Department's staff had become an urgent necessity, which was met by the removal of the Native Department to new premises.

RETURN OF CRIMINAL AND CIVIL CASES BEFORE THE HIGH COURT OF WESTERN SAMOA FOR YEAR  
1ST APRIL, 1920, TO 31ST MARCH, 1921.

<i>Criminal Cases.</i>					Additional to 1st September, 1921.
Number of days on which Court sat .. ..	113				87
Number of persons charged .. ..	493				250
Number of cases heard .. ..	379				250
Number of cases dismissed .. ..	107				69
<i>Civil Cases.</i>					
Number of days on which Court sat .. ..	41				36
Number of actions commenced .. ..	63				70
Number of actions heard .. ..	53				47
Number of judgments given .. ..	53				47
Number of cases withdrawn .. ..	11				23

POLICE AND PRISONS.

Reporting on the 31st March, 1921, the Commissioner of Police says as follows :—

"Prior to the Great War the Germans employed Samoans as police under German officers. On the arrival of the occupying Force on the 29th August, 1914, the German officials vacated their posts. The military officer detailed to organize a Police Force explained the position to the Native police, who agreed to continue to serve under conditions of service similar to the past. Mr. W. J. Sim was appointed Commissioner of Police as from the 12th September, 1914. These Native police were dealt with as a unit separate and distinct from the military police of that time. On the 9th July, 1915, Mr. Sim resigned his position to go on active service, and on the 10th of the following July Mr. F. Nash was appointed to succeed him. On the 12th December, 1916, Mr. Nash resigned also to go on active service, and from that date the position of Commissioner of Police was joined with that of Provost-Marshal under Lieutenant J. W. Crampton, who assumed control of the dual positions as from the 13th December, 1916. One month later he resigned, and Captain Cotton was appointed in his stead. On the 26th May, 1918, Captain Cotton relinquished these positions to enable him to give his undivided attention to the Native Department. On the 28th May, 1918, Captain Gillespie was appointed to succeed Captain Cotton, and he held the position until the 30th April, 1920, when he resigned to assume the post of Resident Commissioner at Aleipata.

"On the 1st January, 1920, the Samoan Armed Constabulary, under Major Hill, relieved the military occupying Force. On the 1st of the following May Civil Administration was inaugurated. Major Hill, under the title of Inspector-General, took over control of the Native police, and he continued in charge up to the 30th September. From the 1st October, 1920, Inspector H. Bennett performed the duties of Acting-Commissioner until the arrival of the present Commissioner on the 17th November, 1920.

"The following Native police, who were members of the service under German rule, are still in the service of the Department, the others, from one cause or another, having dropped out :—

1. Senior Sergeant Leautau. Date of joining, 1st October, 1905.
2. Sergeant Fua. Date of joining, 1st October, 1908.
3. Corporal Uli. Date of joining, 1st December, 1911.
4. Constable Vaavaai. Date of joining, 17th May, 1913.
5. Sergeant Seuli. Date of joining, 1st September, 1913.
6. Sergeant Meamea. Date of joining, 1st September, 1913.
7. Constable Ula. Date of joining, 1st March, 1914.
8. Corporal Tana. Date of joining, 1st March, 1914.

"*Extraneous Duties.*—Owing to the unusual conditions existing under military occupation, and the smallness of the community, it was found necessary to require the police to undertake duties not strictly police duties. Some of these duties are such as it is proper for the police to perform, while others are strictly not so; but as opportunity permits no doubt they will, so far as is possible, be relieved of them. On the date of the arrival of the present Commissioner, the following duties devolved on this Department: (1) Fire-fighting and maintenance of plant; (2) burials and sexton's duties; (3) municipal inspection (nuisances, &c.); (4) lighting and care of central office; (5) licensing and inspection of vehicles; (6) arms and ammunition, licensing and control; (7) messenger service; (8) ordnance stores and magazine (temporary care of); (9) immigration, passports, &c.; (10) censorship of films; (11) street lighting and cleaning; (12) copra-inspection.

"Nos. 5, 6, and 9 are usually performed by police. Nos. 1, 3, and 10 are undertaken because better arrangements cannot be made under the present conditions: this also applies to Nos. 4 and 8. The Public Works Department have taken over No. 11, which has been of benefit to this Department. That the police should control the messenger service (No. 7) is also a convenient arrangement, as it affords a recruiting and training field for the regular police service. It is necessary these messengers be under some discipline and control. The duties of copra-inspection (No. 12) have been recently assumed by the Department of Agriculture, affording further relief to this Department. As to No. 2 (burials), the police should be relieved of this somewhat disagreeable and certainly extraneous work. Perhaps a convenient occasion may present itself to let a contract to some private person to act as undertaker and sexton.

"*Recruiting.*—Except for special purposes, so far as the European police are concerned, there is, so far as I can see, no alternative worth considering to that already adopted—viz., to obtain trained men on loan from the New Zealand Police Department. The system of recruiting Native police has been to obtain young men (of good family if possible) recommended by non-commissioned officers of the Native police or by responsible Native officials. If after inquiry and a personal interview a

candidate is found suitable he is posted to a vacancy in the messenger service. After a period of probation—usually about a year—on being satisfied as to his reliability, character, and intelligence, he is appointed to the regular police as vacancies occur. This system has worked satisfactorily in the past—i.e., during the Military Administration and during the German Administration.

“*Messenger Service.*—The present strength is eleven. Six are despatched every Tuesday to carry mail-matter all over Upolu; the remaining five deliver mail-matter and Court processes in Apia district. The six messengers despatched to the country usually return by Saturday, and they report for duty the following Monday. Those doing Apia district one week take the country mail the following week, and so on alternate weeks. The question of effecting some improvement in the messenger service is under consideration.

“*Rural Police.*—In Upolu there are some fifty-nine and Savaii some forty-eight leoleos who receive a retaining fee of £7 per year. Their duties are very simple and nominal. On the occasion of the Faamasino holding Court they are in attendance in uniform, and go messages, &c. They have no power of arrest, and are really just messengers for the local official. They are clothed in a simple uniform of khaki of a similar kind to that worn by the regular Native police. Their annual cost is—wages, £749; clothing, £200. They are under the control of the Native Department.

“The further regulation of the rural police, and the question as to utilizing them as an adjunct to the regular police, is being looked into.”

Reporting for the period ending 1st September, the Commissioner says:—

“*Police Efficiency.*—Police efficiency is to be judged by (a) prevention of crime, (b) low percentage of undetected offences, (c) public tranquility. As this is not a community of modern development the police here may not be always to blame for an absence of public tranquility; but if there is a prevalence of crime, and particularly if there is an undue percentage of undetected offences, the police are likely to be judged inefficient.

“Attached is a return of crime for twenty months (1st January, 1920, to 31st August, 1921), showing detected and undetected offences which have come to the knowledge of the police. Many of the offences of a minor nature committed by Natives in their own villages are dealt with by the local Native officials. The Resident Commissioners at Aleipata and Savaii have jurisdiction to fine up to £10 and to imprison for a period not exceeding three months. Offences dealt with by them and by the Native Faamasinos are not included in this return. The commonest offences are theft (202), assault (93), housebreaking and shopbreaking (37), breaches of peace (55). Of serious crimes there are—attempted murder (8 persons were tried, 7 convicted and 1 acquitted); conspiracy to murder (1 acquitted); threatening to kill (3); manslaughter (2).

“A corrupting tendency to ‘fabricate’ evidence and otherwise interfere with the course of justice in the Courts evinced itself in some criminal cases which came before the Court here early in the present year. Three Native offenders were brought to trial, convicted, and sentenced. The effect of these convictions has been salutary.

“Gaming offences (26) were by Chinese gamblers.

“In 1920 twenty youths, principally half-castes, were before the Court for consuming liquor, and four persons were convicted for supplying them. In 1921 there has not been a single further case.

“Opium offences—smoking, possessing, or smuggling—total thirty-nine. The offenders were almost entirely Chinese.

“In May last the police discovered the locality of three illicit stills for the manufacture of alcohol. Assisted by the Customs Department the stills were seized and three plantation-managers were each fined £100. This fine, and fear of even more severe punishment, has had a discouraging effect on any who may be similarly inclined.

“The return of offences shows the percentage of detected offences to undetected to be 93·8 per cent., which appears to compare favourably with New Zealand—95·29 in 1917 and 94·62 in 1918; but the favourable percentage here is to some extent discounted by the incomplete records kept up to the end of 1920. Estimating the population of Upolu at 21,000, the percentage of offences (exclusive of by-law and such breaches) is 3·4. The New Zealand percentage in 1917 was 1·89, and in 1918 1·64. The percentage of 3·4 for Samoa, however, is not an accurate indication of the amount of crime here, for, as already mentioned, not only does the annexed return not include offences dealt with by the Resident Commissioners at Savaii and Aleipata, and by the Native Judges, but there is reason to believe a number of offences, such as assaults, thefts, carnal knowledge, and rape, committed in the remoter villages which should be reported to the police are quietly adjusted by conference and not reported to the police at all. It is not improbable the percentage of offences to population is over 4 per cent. As an illustration of the improved police work being done by this small and newly formed service, it is worthy of note that, although the total of offences reported for the eight months of the current year exceed the twelve months of last year by twelve, an increase of twenty-one offenders have been prosecuted and thirty-four more convictions obtained.

“*Police Problems.*—The principal difficulties the police have to meet have been already touched upon—opium and liquor smuggling, breaking into shops and stores, gambling and opium-smoking by Chinese, and the illicit distillation of alcohol. The indentured coolie labourer is responsible for the bulk of the opium offences and gambling, and also to a large extent for the housebreaking offences. The great and ever-present bar to efficient police work is the language problem; working through interpreters is always more or less unsatisfactory.

“Opium and other smuggling is receiving special attention. The Police and Customs Departments are working in close association. This class of offence appears to be diminishing. To deal with Chinese offenders there is pressing need for two trained Chinese police. Steps are being taken to procure, if possible, two from Hong Kong.

“In connection with illicit distillation, most of the German planters had stills, and, prior to 1914, manufactured cocoa, pineapple, and other spirit for their own consumption. The imposition of total prohibition created a demand for liquor and induced manufacture. The substantial fines imposed has cooled the ardour of some who were inclined to risk detection for the profit to be made. At present

there is practically no distillery, but as the fear wears off, and when the cocoa crop ripens for gathering, it can be expected some of the more daring will recommence distillery in a quiet way. The movements of these people are being carefully noted.

*"Finger-print System."*—A modest beginning in the utilization of this valuable system of detection has been made. It should be particularly useful in dealing with Chinese offenders.

*"Prison and Asylum."*—The main prison is a detached substantially built concrete building of modern type. It contains nine cells and a wide passage. The old prison is a detached wooden structure containing eight cells. Two of these cells are used as punishment-cells, the remaining six as store-rooms. There is also a detached *fale* for Samoan prisoners, and another for male mental patients. Female mental patients are accommodated in rooms in the same building as that occupied by the gaoler and his family. Two Samoan wardresses look after the female patients, and also any female prisoners; suitable cell and other accommodation has been provided. These wardresses appear to be kind and attentive to their charges.

The gaoler's accommodation has recently been extended and improved, affording him much-needed space and improved conditions.

*"Prisoners."*—The daily average of prisoners confined is forty to fifty. At present there are in prison—Samoans, 25; Chinese, 23; on remand, 3; females, 2; Europeans, 4; total, 57.

*"Employment of Prisoners."*—Healthy male prisoners (other than Europeans) who have been sentenced are chiefly employed on Tulaele Farm as agricultural labourers, or at roadmaking for Public Works Department. For their labour this Department is credited by the employing Department at the rate of 4s. per day per prisoner. It has been decided to start copra-making in the prison to keep profitably employed prisoners who cannot be trusted outside, or those whom from slight physical weakness it is inadvisable to occupy at manual labour. The necessary sheds are now being erected. Nuts will be collected from Government properties by the Public Works Department's wagons and left at the prison. One or two prisoners are daily employed cleaning up the yard, &c., at the Administration buildings. Up to some three months ago prisoners were employed at street-cleaning and the removal of rubbish, but the results were not satisfactory either from a utilitarian or a disciplinary point of view. This work is now undertaken by the Public Works Department. The plant used by the Prisons for scavenging purposes—viz., three wagons and five horses, with the necessary harness—has consequently been transferred to the Public Works Department.

*"Prison Ordinance and Regulations."*—In the draft of the Police Force Ordinance it is proposed to include provisions to put the Gaoler and his staff on a sounder footing. Regulations for detail duties are now being prepared.

The mental patients are in number at the present time three males and two females—all Samoan Natives. Mental patients who are not retained at the Hospital for treatment are detained at the Gaol. This is not an ideal arrangement, but it appears to be the best possible under the existing conditions. The patients are usually Samoans, who seem content with their surroundings. They are kindly treated by their attendants.

The first year of this young service closes on the 30th September, 1921. It has been a year of strenuous work for all ranks. Although several of its European members lacked previous police training and experience, all have worked loyally and well. In spite of heavy calls on their services, due to the taking of the census of population, departure of indentured labourers, a certain amount of Native unrest which found expression in the boycott, and Chinese lawlessness, shortness of staff, &c., crime—some of it of a serious nature—has been successfully dealt with.

The behaviour of all ranks has been very good. The Samoan Native police have been particularly loyal, willing, and well-behaved.

From a police point of view I feel that during the year now closing real progress has been made in increasing public respect for authority and the prestige of the law."

RETURN SHOWING THE NUMBER OF OFFENCES REPORTED, AND THE NUMBER OF OFFENCES FOR WHICH PERSONS WERE APPREHENDED OR SUMMONED, PERIOD 1ST JANUARY, 1920, to 31ST AUGUST, 1921.

Offences.	Number of Offences reported.	Number of Offences in which Arrests or Summonses resulted.	Number convicted.		Number dismissed or withdrawn.	
			M.	F.	M.	F.
Misleading justice, &c.—						
Bribery .. .. .	1	1	1	..	..	..
Bribery, attempted .. .. .	1	1	1	..	..	..
Contempt of Court .. .. .	5	5	5	..	..	..
Obstructing course of justice .. .. .	2	2	2	..	..	..
Fabricating evidence .. .. .	2	2	2	..	..	..
Intimidating witnesses .. .. .	1	1	1	..	..	..
Escapes and rescues—						
Escaping from legal custody .. .. .	4	4	2	..	2	..
Offences against morality—						
Buggery .. .. .	1	1	1	..	..	..
Adultery .. .. .	8	8	6	1	1	..
Offences against the person—						
Wounding with intent to do grievous bodily harm .. .. .	8	8	8	..	..	..
Assault with intent to commit a crime .. .. .	1	1	..	..	1	..
Assault, common .. .. .	93	93	66	1	23	3
Manslaughter .. .. .	2	2	2	..	..	..
Threatening to kill .. .. .	3	3	3	..	..	..
Carnally knowing girls under twelve years .. .. .	2	2	2	..	..	..
Murder, attempted .. .. .	8	8	7	..	1	..
Suicide, attempted .. .. .	1	1	1	..	..	..
Murder, conspiracy to commit .. .. .	1	1	..	..	1	..
Rape, attempted .. .. .	3	3	..	..	3	..

RETURN SHOWING THE NUMBER OF OFFENCES REPORTED, AND THE NUMBER OF OFFENCES FOR WHICH PERSONS WERE APPREHENDED OR SUMMONED, PERIOD 1ST JANUARY, 1920, TO 31ST AUGUST, 1921—*continued*.

Offences.	Number of Offences reported.	Number of Offences in which Arrests or Sum- monses resulted.	Number convicted.		Number dismissed or withdrawn.	
			M.	F.	M.	F.
Offences against the rights of property—						
Theft .. .. .	202	176	139	2	35	..
False pretences .. .. .	2	2	1	..	1	..
Burglary .. .. .	6	1	1	..	..	..
Burglary, attempted .. .. .	1	..	..	..	..	..
Housebreaking and shopbreaking .. .. .	37	24	16	..	8	..
Forgery .. .. .	7	7	5	1	..	1
Fraud .. .. .	3	3	1	1	1	..
Receiving stolen property .. .. .	7	7	1	..	6	..
Fraud, attempted .. .. .	1	1	1	..	..	..
Trespass .. .. .	14	14	9	..	3	2
Embezzlement .. .. .	2	2	2	..	..	..
Gaming offences .. .. .	26	26	21	..	5	..
Police offences—						
Breach of peace or behaviour with intent .. .. .	55	55	46	1	8	..
Cruelty to animals .. .. .	23	23	21	1	1	..
Drunkenness .. .. .	9	9	9	..	..	..
Exposure of person and grossly indecent acts .. .. .	6	6	5	..	1	..
Intoxicating liquor offences—						
Samoans consuming liquor .. .. .	20	20	20	..	..	..
Supplying liquor to Samoans .. .. .	4	4	4	..	..	..
Smuggling liquor .. .. .	2	2	2	..	..	..
Offences, <i>re</i> opium—						
Opium-smoking .. .. .	19	19	13	..	6	..
Opium-smuggling .. .. .	6	6	4	1	1	..
Opium, unlawfully possessing .. .. .	14	14	12	..	2	..
Miscellaneous—						
Arms, failing to register .. .. .	4	4	4	..	..	..
Indentured labourers unlawfully entering Samoan houses .. .. .	7	7	7	..	..	..
Still, unlawfully having .. .. .	3	3	3	..	..	..
Restricted immigrants unlawfully landing .. .. .	2	2	2	..	..	..
By-law breaches—						
Discharging firearms .. .. .	1	1	1	..	..	..
Cattle trespass .. .. .	51	51	37	9	5	..
Obstructing thoroughfare .. .. .	2	2	2	..	..	..
Stone-throwing .. .. .	2	2	2	..	..	..
Negligent driving .. .. .	26	26	24	..	2	..
Driving without lights .. .. .	12	12	11	1	..	..
Rescuing impounded animals .. .. .	2	2	2	..	..	..
Defective pig-fences .. .. .	2	2	2	..	..	..
Driving while unlicensed .. .. .	1	1	1	..	..	..
Totals .. .. .	728	683	541	19	117	6
Percentage of detected offences .. .. .	..	..	..	..	93.8	..
Percentage of convictions .. .. .	..	..	..	..	82.0	..
Percentage of offences to estimated population .. .. .	..	..	..	..	3.4	..

#### STAFF.

The accompanying table "C" shows in detail the staff and the distribution thereof from the year 1914 to July, 1921. In addition to showing the staff under the German Administration in 1914, the table also sets out the staff which they proposed to employ in 1915. The 1915 staff provided for an increase of eleven over that previously employed, and this increase had actually been approved from Berlin prior to the outbreak of war.

Excluding the Crown estates staff from our figures, and the Deutsch Handels und Plantagen Gesellschaft staff from the German figures, our staff in July, 1921, totalling 116, exceeded the approved German staff of 73 for 1915 by 43. This 43 is more than accounted for as follows: Medical, 19-6; increase, 13. Education, 8-5; increase, 3. Native Affairs (including Resident Commissioners), 9-3. increase, 6. Public Works and Survey, 20-13; increase, 7. Stores Department, 6-0; increase, 6; Wireless, 9-0; increase, 9. Total increase, 44.

Medical, Education Native Affairs, and Public Works Departments all show increases on account of improved services and the progressive policy undertaken for the benefit of the inhabitants of the islands. The wireless station had not been opened during the time of the German Administration, and in any case was to have been carried on by a private company. So far as the Stores Department is concerned, the Germans were able to utilize the big German firm, the D.H. and P.G., for the purposes for which the Stores Department was set up. In the German days, also, a considerable amount of the harbour-work, which at present has to be carried out by the Customs and Marine Department, was undertaken by the D.H. and P.G.

TABLE C.—RETURN OF STAFFS.

Department.	German, 29/8/14.	Proposed German, 1/4/15.	British Military, 1/4/18.	British Military, 31/3/20.	Civil, 31/3/21.	Civil, July, 1921.
	Designation.	Designation.	Designation.	Designation.	Designation.	Designation.
Administrator's ..	Governor .. Deputy Governor and Chief Judge Overseer .. A.D.C. ..	Governor .. Deputy Governor and Chief Judge Overseer .. A.D.C. (new appt.) Govt. Councillor (new appt.)	Administrator .. A.D.C. .. Caretaker .. Chauffeur ..	Administrator .. Overseer .. Butler .. Chauffeur ..	Administrator .. A.D.C. .. Chauffeur .. ..	Administrator. A.D.C. .. .. ..
Number ..	4	5	4	4	3	2
Secretariat ..	Govt. Secretary Asst. Secretary .. Clerk .. .. Clerk .. .. ..	Govt. Secretary Asst. Secretary .. Clerk .. .. Clerk .. .. Relieving Officer (new appt.)	Secretary .. Censor .. .. .. ..	Secretary .. Clerk .. .. .. .. ..	Secretary .. Clerk .. .. Typist .. .. Typist ..	Secretary. Asst. Secretary. Clerk. Typist. Typist. Typist.*
Number ..	4	5	2	2	4	6
Agriculture ..	Entomologist .. Canker Inspector Gardener .. Beetle Inspector Beetle Inspector Clerk .. .. Canker Inspector	Entomologist .. Canker Inspector Gardener .. Beetle Inspector Beetle Inspector Clerk .. .. Canker Inspector	Director .. Inspector .. .. .. .. .. ..	Director .. Clerk .. .. Canker Inspector Beetle Inspector Beetle Inspector .. Beetle Inspector	Director .. Clerk .. .. Farm-manager.. Inspector .. Inspector .. .. Inspector ..	Director. Clerk. Farm-manager. Inspector. Inspector. .. Inspector.
Number ..	7	7	2	6	6	6
Chinese ..	Commissioner .. .. Clerk .. ..	Commissioner .. .. Clerk .. ..	Commissioner .. Asst. Commissioner Clerk .. ..	Commissioner .. .. Asst. Commissioner Clerk .. ..	Commissioner .. .. Asst. Commissioner ..	Commissioner. .. Asst. Commissioner ..
Number ..	2	2	3	3	2	2
Customs ..	Collector .. Clerk .. .. Officer .. .. Officer .. Officer .. Pilot .. ..	Collector .. Clerk .. .. Officer .. .. Officer .. Officer .. Pilot .. ..	Collector .. Sub-Collector .. Clerk .. .. .. Clerk .. .. Shed Clerk .. Harbourmaster Deputy Harbourmaster	Collector .. Collector .. Collector .. .. Sub-Collector .. Tide-waiter .. Harbourmaster Asst. Harbourmaster Assistant ..	Collector .. Exam. Officer .. Clerk .. .. Clerk .. .. Clerk .. .. Impt. Storeman Harbourmaster Fumigation Officer ..	Collector. Exam. Officer. Clerk. .. Clerk. Fumigation Officer. Harbourmaster. ..
Number ..	6	6	7	8	9	6
Education ..	Director .. Teacher .. Teacher .. Teacher .. Teacher .. .. .. ..	Director .. Teacher .. Teacher .. Teacher .. Teacher .. .. .. ..	Director .. Master .. .. Teacher .. Teacher .. .. .. ..	Director .. Headmaster .. Headmaster .. Asst. Master .. Teacher .. .. .. ..	Director .. Master .. Asst. Master .. Teacher .. Asst. Teacher .. Asst. Teacher .. .. Asst. Teacher ..	Director. Master. Asst. Master. Asst. Teacher. Asst. Teacher. Asst. Teacher. Organizing Teacher Organizing Teacher.
Number ..	5	5	3	5	7	8
Justice ..	(Deputy Governor acted as Chief Judge) Dist. Judge .. Secretary .. Asst. Secretary Bailiff .. .. .. ..	(Deputy Governor acted as Chief Judge) Dist. Judge .. Secretary .. Asst. Secretary Bailiff .. .. .. ..	.. Dist. Judge .. Acting-Judge .. Registrar .. Crown Solicitor Clerk of Court.. Clerk .. ..	.. Dist. Judge .. Crown Solicitor Clerk of Court .. Asst. Crown Solicitor .. .. ..	.. Chief Judge .. Crown Solicitor Asst. Crown Solicitor Registrar High Court .. Land Registrar	.. Chief Judge. Crown Solicitor. Asst. Crown Solicitor. Registrar High Court. .. Registrar Lands.
Number ..	4	4	6	4	5	5
Lands and Survey	(Incorporated in Public Works Dept.) .. .. .. .. ..	(Incorporated in Public Works Dept.) .. .. .. .. ..	(Incorporated in Public Works Dept.) .. .. .. .. ..	(Incorporated in Public Works Dept.) .. .. .. .. ..	Chief Surveyor (included in Native Dept.) Chief Draughtsman .. Asst. Surveyor.. Asst. Surveyor.. 3	Chief Surveyor (included in Native Dept.) Chief Draughtsman Field Surveyor. Asst. Surveyor. Asst. Surveyor. 4
Number ..	..	..	..	..	3	4

\* Transferred from Treasury staff owing to brigading of typists.

TABLE C.—RETURN OF STAFFS—*continued.*[illegible]



TABLE C.—RETURN OF STAFFS—*continued*.

Department.	German, 29/8/14.	Proposed German, 1/4/15.	British Military, 1/4/18.	British Military, 31/3/20.	Civil, 31/3/21.	Civil, July, 1921.
	Designation.	Designation.	Designation.	Designation.	Designation.	Designation.
Resident Commissioners	At Matautu .. At Falealili .. ..	At Matautu .. At Falealili .. ..	At Fagamalo .. Clerk .. .. ..	At Fagamalo .. .. Secretary at Fagamalo ..	At Fagamalo .. At Aleipata .. Inspector at Fagamalo ..	At Aleipata. At Fagamalo. Secretary at Fagamalo. Agricultural Inspector, Fagamalo.
Number ..	2	2	2	2	3	4
Stores ..	Non-existent .. .. .. .. ..	Non-existent .. .. .. .. ..	Non-existent .. .. .. .. ..	Non-existent .. .. .. .. ..	Stores Manager Storekeeper .. Clerk .. .. Typist .. .. ..	Stores Manager. Storekeeper. Clerk. Clerk. Typist. Clerk.
Number ..	..	..	..	..	4	6
Treasury ..	Financial Secretary Govt. Secretary and Act. Judge Treasurer ..  Secretary ..	Financial Secretary Govt. Secretary and Act. Judge Treasurer ..  Secretary .. Reliev. Secretary (new appt.) Clerk (new appt.)	Financial Secretary Accountant ..	Financial Secretary Accountant Clerk .. ..	Treasurer .. Accountant Asst. Accountant and Audit Officer Clerk .. ..	Treasurer. Accountant. Asst. Accountant and Audit Officer. Clerk.
Number ..	4	6	2	3	4	4
Labour ..	Non-existent ..	Non-existent ..	Non-existent ..	Non-existent ..	Agent ..	Agent.
Number ..	..	..	..	..	1	1
Radio Station ..	Private company, opened .. .. .. .. .. .. .. .. ..	not yet officially .. .. .. .. .. .. .. .. ..	Officer in Charge Senior Operator Operator .. Operator .. Operator .. Operator .. Operator .. Engineer .. Asst. Engineer..	Acting Officer in Charge Senior Operator Operator .. Operator .. Operator .. .. .. Engineer .. 2nd Engineer ..	Superintendent Senior Operator Operator .. Operator .. Operator .. Operator .. Operator .. Chief Engineer 2nd Engineer ..	Superintendent. Senior Operator. Operator. Operator. Operator. Operator. Operator. Chief Engineer. 2nd Engineer.
Number ..	..	..	9	7	9	9
Totals ..	62	73	72	73	114	116
Crown Estates ..	D.H. & P.G. .. General Manager  Stores Manager Head Accountant Asst. Accountant Cashier .. 18 Clerks .. Yard Inspector.. Asst. Inspector.. 6 Carpenters .. 2 Blacksmiths .. Driver .. Yard Overseer .. 2 Labour Overseers Doctor .. 4 Store Assistants Plantation Inspector	D.H. & P.G.* .. General Manager  Stores Manager Office Manager.. Plantation Insp. 2 Stores Clerks.. Insp. Trading Stations Shipping Agency Clerk Asst. Accountant 2 Clerks .. Stores Clerk .. 2 Asst. Stores Clerks 3 Junior Stores Clerks Apprentice, Stores Dept. Junior Clerk Apprentice .. Yard Inspector Medical Officer..	D.H. & P.G. (in liquidation) Military Liquidator Head Accountant Asst. Accountant Junior Clerk .. Plantation Insp. Stores Clerk .. Cashier .. Asst. Accountant Junior Clerk .. General Clerk .. Yard Inspector Butcher ..	D.H. & P.G. (in liquidation) Military Liquidator Asst. Accountant Head Accountant Typist .. Junior Clerk .. Plantation Insp. Accountant for D.H. & P.G. General Clerk .. Stores Clerk .. Junior Clerk .. Book-keeper .. Yard Manager Butcher ..	Crown Estates .. Commissioner ..  Accountant .. Asst. Accountant Cashier .. Asst. Cashier .. Book-keeper .. Acct. Clerk .. Stores Clerk .. Storekeeper .. Chief Clerk .. Storeman .. 4 Typistes .. Clerk .. Clerk of Works.. Transport Superintendent Engineer .. Carpenter .. Saddler .. Manager, Ice-works Plantation Insp.	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 Superintendent. Engineer. Carpenter. Saddler. Butcher. Manager, Ice-works. Plantation Insp.
Number ..	43	22	12	13	23	29
Summary.						
Totals for ordinary Departments	62	73	72	73	114	116
Totals for Crown estates	43	22	12	13	23	29
Grand totals	105	95	84	86	137	145

\* Activities restricted under military occupation.

## PUBLIC WORKS DEPARTMENT.

The Engineer in Charge, reporting for the period up to 31st March, says:—

"With the change from Military to Civil Administration, the Departments of Public Works and Lands and Survey, which had been administered under the military occupation as one concern by the Commissioner of Lands and Works, were placed under separate control from the beginning of July, 1920.

"Since that date the Department of Public Works has been completely reorganized and strengthened. A number of expert staff from New Zealand arrived in October, 1920, but, owing to the extraordinary delays in obtaining vital stores, particularly timber, mosquito-netting, and machinery, little progress was made in new construction work until January, 1921. Since January considerable progress has been made in building-work, and the arrival a month ago of a portable stone-crushing plant, together with the prospective arrival within a few weeks of a large shipment of American timber, presages well for the incoming financial year.

"The inefficiency and inconstancy of Samoan labour, and the lack of skilled assistance, have proved very trying to the staff, and I take this opportunity of placing on record my appreciation of the loyalty and strict adherence to duty of those officers who have carried on willingly under the adverse conditions, in spite of the fact that they are called upon to work longer hours in the tropical climate than they have been accustomed to in New Zealand.

"*Buildings.*—The great scarcity of house accommodation for officials of the Administration, and the grave need for maintenance work on all Government buildings, due to the tropical climate, have meant that a large proportion of the staff has been continually engaged on renovation work. Six residences belonging to the Administration, and eight residences belonging to the Crown estates, have been thoroughly overhauled and renovated for occupation by Administration officials. Twenty residences have been provided with mosquito-proof rooms. Four residences have been provided with flush-closets and septic-tanks. Twelve residences have been leased from private individuals, and minor improvements have been made to bring the buildings up to a reasonable standard.

"*Government House, Vailima.*—A large section of the veranda on the upper floor was made into a mosquito-room, and the wall of the adjacent room was removed and replaced with arches. External painting is almost completed, and portions of the interior have been renovated. A storm-water drain, 170 ft. long, was laid in 9 in. and 12 in. earthenware pipes.

"*Central Office.*—Minor repairs have been effected. The Administrator's office and an adjoining room have been made available as a Legislative Council chamber. Exterior painting has been completed by contract.

"*Schools.*—Exterior and interior painting of three Government schools in Apia has been completed. School furniture has been entirely overhauled, cleaned, and varnished.

"*Apia Gaol.*—A new kitchen and bathroom have been added to the Gaoler's residence, and other minor structural alterations have been carried out. Exterior and interior painting of the Gaoler's residence have been completed.

"*Stores Department.*—To provide accommodation for the Stores Department a new stairway and other minor alterations were made to one of the Crown estates' stores. A large cellar, previously useless owing to the ingress of water, has been made watertight, and has been provided with a water-jet pump. A new office building for the Stores Manager and his staff has been completed.

"*Public Works and Survey Office.*—The interior of these offices have been completely renovated.

"*Public Works Garage.*—A new garage and mechanical workshop was completed. Extensions to the building for the housing of further cars and lorries are contemplated, and plans have been prepared.

"*Central Hotel.*—Portions of the interior have been renovated. A new office was constructed, and the drainage-system, which relied entirely on soakage, was pulled up and relaid with a sea outfall.

"*Single Men's Quarters.*—The building previously used by the Constabulary as a barracks has been internally reconstructed for use as single men's quarters, and will shortly be completed.

"*Office for Department of Native Affairs.*—The building previously used by the Constabulary as stores has been removed back from the street, raised, and reconstructed to form an office for the Department of Native Affairs. The work is now nearing completion.

"*Post-office.*—The main building has been completely repaired and renovated. One hundred new letter-boxes and a large new counter have been provided. Extensions to provide a workshop, telephone exchange, and additional mail-room accommodation have just been completed.

"*Cool Store.*—A cool store of 1,000 cubic feet capacity was erected at the ice-works as a temporary measure.

"*Hospital, Apia.*—Considerable work is in progress at the Hospital. A dining-room, store-room, kitchen, W.C., and shower for Native nurses have been completed with the exception of painting and drainage, both of which are well under way. A building to comprise offices for the Chief Medical Officer and his staff, and a consulting-room for whites, is being constructed of concrete blocks, and is about half-completed. Internal alterations have been made in the out-patients' department. One half of the white ward has been made mosquito-proof. The superstructure of four new native *fales* has been completed, and two more are well under way. Concreting of the floors is just being commenced. Two old *fales* have been rethatched, and have been provided with concrete floors. Two annexes to contain showers, W.C.s, and slop-sinks are being erected in concrete blocks with reinforced-concrete roofs. One is almost completed and the foundations of the second are being laid. Plans are under way for an up-to-date laboratory in reinforced concrete.

"*Medical Out-station, Tuasivi, Savaii.*—A dispensary was completed, and a contract for a doctor's residence is under way, the work being about half completed.

"*New Residence, Moto'otua, Apia.*—A plan was prepared for a Government settlement in Moto'otua, and the first cottage of standard type is now being erected. The work is about two-thirds completed.

“*Laundry*.—Most of the laundry machinery has arrived, and plans are practically completed for a building with reinforced-concrete walls and concrete floors. A site has been selected in Matautu, and construction will be commenced as soon as materials are available.

“*Wireless Station*.—The roofs of the buildings were painted, and the interior of the single quarters was completely renovated. A building previously used by the military is now being removed, re-erected, and renovated to provide a temporary residence for the Officer in Charge.

“*Quarantine*.—On several occasions a considerable amount of work has had to be carried out to provide for temporary quarantine accommodation for both whites and Natives.

“*General Maintenance*.—In addition to the foregoing a great deal of minor maintenance work which cannot be detailed in this report has been carried out.”

In a supplementary report on the period up to the 31st August, 1921, he says :—

“*Buildings*.—Renovation and improvement of residences have been continued. Seven residences have been provided with mosquito-rooms, while three residences have received thorough overhauls. The house occupied by Malietoa was repaired and painted. A great deal of minor repair work has been carried out. In addition to the above, the following shows work carried out in some of the more important buildings :

“*Vailima*.—Further minor structural alterations were made. The external painting of the main building and also of the out-buildings has been completed. The greater portion of the interior of the main building has been renovated. The electric-lighting plant has been installed and the wiring of the building completed.

“*Kuli Quarters, Vailima*.—These quarters, comprising Kuli accommodation, with all necessary sanitary annexes, are practically complete, except for painting.

“*Schools*.—Repairs to all fences and painting of same have been completed. Modern sanitary bubble drinking-fountains for the children have been erected.

“*Apia Gaol*.—Fences have been repaired, and minor alterations to cells have been carried out to increase accommodation.

“*Public Works Garage*.—A lathe, Radial drill, grinder, and engine have been installed, and are doing excellent work. Minor alterations were carried out to enable machinery, &c., to be protected from the weather.

“*Central Hotel*.—Extensions to provide W.C. and bath accommodation and reasonable sanitation have been commenced and are half completed. The work is held up for want of plumbing staff. A cool store, 6 ft. by 4 ft., is also to be provided to replace a large ice-chest which is beyond repair. Quarters for six additional Chinese servants have been commenced, and are now half-completed. The music-room and two bedrooms have been mosquito-proofed. A Ferro oil-engine has been installed to drive the ice-cream machine, resulting in considerable saving in time and ice. A chip caliphont was installed.

“*Single Men's Quarters*.—This work was completed and provided with a modern drainage-system and septic-tank. The whole building was painted.

“*Office for Department of Native Affairs*.—This work has been completed, and the office repainted inside and out.

“*Hospital*.—A great deal of work has been carried out. The dining-room, store-room, kitchen, W.C., and shower for Native nurses have been completed, and provided with a modern drainage-system and septic-tank. The Chief Medical Officer's office and consulting-room, &c., is completed except for a little finishing-work on the veranda, and has been in partial occupation for several months. The white ward has now been entirely mosquito-proofed with bronze gauze. Additional bathroom accommodation is being provided. A new dispensary and storeroom have been fitted up, and the whole of the out-patients' department has been thoroughly overhauled and renovated. Minor alterations have been carried out in the same building, and mosquito protection has been provided in the eye-room. A mosquito-proof room has been erected on the upper floor for the dispenser. Six large *fales* have been completed, including concrete floors and curtains. The frames of four more smaller *fales* for the isolation compound have been erected. Two annexes, containing showers, W.C.s, &c., for the Native Hospital, have almost been completed. A modern reinforced-concrete laboratory has been commenced, and is about a third completed. The two large indentured-labour wards have been repaired and thoroughly renovated inside and out. The operating-theatre has been renovated. The exteriors of all the main buildings have been painted. The existing drainage-system is disgraceful, and a commencement has been made with an entirely new modern drainage-scheme. A large double-compartment septic-tank is being constructed, for which the excavation is complete, and the concreting commenced.

“*Medical Out-station, Tuasivi*.—The doctor's residence was completed, and considerable internal additions and fittings were made in the dispensary, which has also been painted. The station has been opened for some time.

“*New Residence, Motootua*.—This building has been completed, and a fence is now being erected. Modern drainage and a septic-tank have been installed.

“*Black Boys' Hospital*.—This building was converted into quarters, and a modern drainage and a septic-tank provided.

“*Laundry*.—This building, in reinforced concrete, is completed except for concrete floor and internal fittings.

“*Wireless Station*.—A temporary residence for the Officer in Charge was completed. Drainage and plumbing at the single officers' quarters were carried out. The wireless mast has been painted, and the painting of the stays has been commenced.

“*Showers, Mulinuu*.—Four structures, each containing two showers, were erected for the use of the Native Government officials at Mulinuu.

“*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. No complaints have since been received. The export shed has been overhauled and repaired.

"*Tivoli Wharf*.—This wharf has been repaired, and portions renewed.

"*Customs Landing*.—A new landing-stage for passengers has been constructed, and is giving much satisfaction. The concrete wall where goods are landed is being fitted with hardwood fenders to reduce damage to launches and lighters. The masonry wall in front of the export shed has been refaced with 9 in. reinforced concrete to reduce damage to vessels.

"*Cemetery*.—All cemetery fences have been thoroughly repaired.

"*Clock-tower*.—Plans have been prepared for a memorial clock-tower in reinforced concrete.

"*Resident Commissioner's Quarters, Matautu, Savaii*.—Certain structural alterations have been carried out, and a large mosquito-room and bathroom and W.C. provided. Painting and plumbing have yet to be completed.

"*Plant*.—A power concrete-mixer has recently been imported, and has already resulted in a great saving of time and money."

As to roads, the Engineer, in his first-mentioned report, says:—

"*Roads*.—Beyond maintenance work not much has yet been achieved in the way of road-construction. Nothing of value can be done until large supplies of crushed metal are available. A quarry has been opened up at Magiagi, in the vicinity of Apia, and a stone-bin has been built. Concrete foundations for a small crusher and oil-engine have been put down, and the latter are now being erected. A small German crusher is being utilized. In a few weeks' time a constant supply of metal for roadwork and concrete-work in the immediate vicinity of Apia should be available. By the last boat from Australia there arrived a Jaques portable stone-crushing plant, size 16 in. by 10 in., fitted with shaker-screen and elevator. This was ordered last July, and has just been erected. It is now crushing stone in Apia for urgent repairs to the Beach Road. It is hoped, therefore, to have two plants working during the incoming dry season, and if labour difficulties can be overcome considerable progress should be made. A modern water-ballast road-roller, a Samson tractor, and an Austin grader have also been imported. The roller has not, till now, been able to show its worth, owing to the absence of crushed metal. The grader and tractor have been used for maintenance work. A scarifier to reform the old gravelled roads has been on order for some months, but has not yet arrived.

"*Fagali'i to Vailele Plantation*.—About half a mile of this road has been re-formed and gravelled.

"*Track, Tafituala to Lotofaga*.—A new track has been constructed between the above villages, to enable traffic to pass the Vaie'e lagoon without fording.

"*Mulifanua to Samatau*.—About three miles of this road has been cleared and formed, to enable motor-cars to reach Samatau.

"*Aleipata to Lepa*.—Repairs and protective-work have been carried out to the roads between the above villages.

"*Alia to Mulifanua*.—Repair gangs are now at work filling dangerous holes and ruts on this road.

"*Proposed Track, Falefa to Amiale*.—About five miles of this tract was located, but the work was discontinued owing to the unwillingness of the Natives to give assistance."

In the supplementary report the Engineer says:—

"*Roads*.—The Jaques portable crushing plant has been erected in Lotopa, and has been crushing intermittently since the end of April—intermittently because of the varying quality and quantity of labour. Delay, due to the machinery, has amounted to about two days in all. The plant has given every satisfaction. Labour has been particularly trying and inefficient, and, of course, most expensive. The starting of the small crushing plant at Magiagi was delayed by labour troubles, but has now been crushing for several weeks. The road-roller has done excellent work on the Fugalei Road. A scarifier has arrived, but, unfortunately, the Samson tractor is incapable of working it. A more powerful tractor is necessary with the class of road we have to deal with around Apia.

"The following statement shows work undertaken since the 1st April:—

"*Beach Road*.—This street has been as thoroughly repaired as the nature of the surface will allow. To make any further improvement an entirely new surface would have to be laid down, and the time has hardly yet arrived for such an expenditure. A particularly bad stretch,  $4\frac{1}{2}$  chains in length, adjacent to the Mulavai Bridge, was entirely renewed with broken metal, rolled, and, when set, was tar-sealed. The result is very satisfactory.

"*Fugelei Road*.—This road carried heavy traffic, and was in very bad order, hence it was chosen as the first road for permanent improvement. Fifty chains of metalling, 18 ft. to 20 ft. in width, have been laid down, blinded, rolled, and thoroughly set. The work has just been completed, and is an excellent sample of a water-bound macadam road.

"*Papaseoa Road*.—A commencement has been made on metalling of portions of this road. Funds were presented for the work by Mr. H. J. Moors. Six chains at the lower end have been metalled, but not rolled; 5 chains at the upper end have been metalled. (This work is being carried out in accordance with Mr. Moors' wishes.)

"*Apia to Mulifanua*.—A gang has been employed on this road for the whole of the dry season, and a considerable improvement has been made, bringing Mulifanua within one and a half hours' motor drive of Apia. Approaches to bridges have been made up, bridges repaired, several small deviations made, holes and ruts filled in, water-tables cleaned out, and, where materials were easily obtained, the formation has been crowned.

"*Montau-Fagali'i Road*.—Considerable sea erosion occurred during the last wet season, and a substantial stone breastwork is now being constructed by prison labour.

"*Vailima-Malololelei Road*.—This road has been re-formed for the greater portion of the distance to Malololelei to such an extent that several motor-cars have recently reached the rest-house.

"*Apia-Vailima Road*.—This road has been repaired, and a considerable amount of hingle has been carted for surfacing.

"*Ifi Ifi Road*.—This road has been repaired and portions renewed with broken metal.

"*Roads, Safata District*.—A contract was let several months ago for improvement to the roads and repairs to the bridges in this district.

"*Vailele Plantation to Lau'i'i*.—After six months' endeavour to get the Natives to undertake work on this road, one contract has at last been let to a half-caste contractor, and another is about to be let to the village of Lau'i'i. Work has commenced.

“*Roads, Aleipata District.*—An overseer has been stationed in the Aleipata district, and a commencement is about to be made with roadwork.

“*Approaches to Customs Yard.*—These approaches are being substantially laid down in macadam.

“*Apia Waterworks.*—Work proceeded slowly during the year ending the 31st March on this scheme. At first labour was impossible to obtain, and subsequently the non-delivery of pipes and fittings, due to industrial troubles in New Zealand, held up the work. The principal extensions made were an 8 in. spiral main from Vailele Road down Tivoli Road to the Beach Road, a 4 in. cast-iron main from the Alcazar to Vaila, and a 1 in. main was extended to Mulinu'u and the Observatory. Eighty-five connections were made to the mains during the year. Since the 1st April a supply of 6 in. pipes has arrived, and extensions have proceeded actively. A 6 in. main, with four hydrants, has been laid along the Beach Road to Savalalo. A 4 in. main is now being laid from the Central Hotel down Taufusi Road. A large supply of pipes is now to hand, and extensions can be prosecuted with vigour.

“*Native Water-supplies.*—Native villages are encouraged to install proper water-supplies, the Government finding part and the Natives the balance of the cost of gravitation supplies. Up to the 31st March, surveys and plans had been made for gravitation water-supplies for Satitua and Aufaga, and for minor schemes in small villages. Recently a supply of pipes for this work arrived, and the Satitua scheme has been commenced. The Aufaga scheme will be commenced as soon as the pipes can be transported. These works are giving the Natives considerable satisfaction.

“*Improvement of Boat-passages.*—This work was commenced in the Aleipata district, and is continuing. A party is at present engaged on the work in the Faga and Faleatai districts.”

Reporting on the year ending 31st March, 1921, the Engineer says:—

“*Bridges.*—No new bridges have been built. A number of existing bridges are in a dangerous state and must be replaced at an early date. A number of bridges have been built in the past of Oregon pine, the life of which under such conditions is about five years. All repairs and new construction will be carried out in either Australian hardwoods or reinforced concrete.

“*Vaimoso Bridge.*—This bridge has been entirely redecked with Australian hardwood.

“The following bridges have been repaired: Moata'a Bridge, Fagali'i Bridge No. 1, Fagali'i No. 2, Fagali'i No. 3, Lepea Bridge No. 2, Mulivai Bridge, Luatuanuu Bridge, Vaca Bridge. A bridge-painting gang is being formed to overhaul and paint the several steel bridges in the vicinity of Apia.”

In his supplementary report the Engineer says:—

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

“*Fugalea Bridge.*—This steel bridge has been thoroughly overhauled, chipped, and painted. Approach railings have been repaired.

“*Vaimoso Bridge.*—This steel bridge has been chipped and painted.

“*Lepea Bridge.*—This steel bridge has been chipped, and painting is well advanced.

“*Solosolo Bridge.*—This steel bridge is being given a thorough overhaul, and painting and chipping are well advanced.

“*Fagaloa Footbridge.*—The footbridge at the head of Fagaloa Harbour, 55 ft. in length, is being entirely renewed as a substantial job in Australian hardwoods. The work is well advanced.

“*General Repairs.*—The following bridges have received minor repairs since the 1st April: Moata'a Bridge, Fagali'i No. 3 Bridge, Mulivai Bridge, Luatuanuu Bridge, Vaisigano wooden bridge.

“*Sanitation, Lamp-lighting, Street-cleaning, Cleaning Government Grounds, Rubbish-collection.*—These duties are undertaken by the Public Works Department. A small sanitary service was taken over from the Medical Department on the 1st July, 1920, and the remainder of the above services were taken over from the Police Department on the 1st December, 1920. Practically the whole of the street-lamps have been repaired or renewed, and twenty-one which were out of use when handed over have been recommissioned. Two *kulis* have been employed continuously on street sweeping. A Samoan gang for cleaning Government lands was formed, and with the occasional assistance of the Niue labourers, most of the Government grounds have been put in very fair condition. Rubbish-carts were taken over from the Police Department, thoroughly overhauled, and renovated. Rubbish-collection has been continued to date.

“*Workshops.*—Temporary joinery and blacksmith's shops have been organized, and although the only machinery so far installed is a circular saw, a large and varied assortment of work has been accomplished in a little over five months.

“A shipwright's shop was taken over from the Harbour Department at the time of reorganization, and repairs to Government lighters and launches have been continuously carried on.

“A mechanical workshop has been organized in connection with the garage; repairs to cars, lorries, launch-engines, &c., and the erection of machinery, have been carried out by this staff. Owing to the isolation of Western Samoa, it is most essential that their department should be able to undertake all urgent mechanical repairs, and for this purpose modern machinery is being installed. At present we have to wait anything from three to nine months for spare parts, which in many cases could be made on the premises.”

#### LABOUR.

The provision of an adequate supply of efficient labour is a vital necessity and a difficult problem. The possible categories of labour are—Samoans, Niue-Islanders, Melanesians (Solomon-Islanders, &c.), and Chinese.

About fifty men were, in April, 1920, recruited from the Island of Niue for service for a year, and returned to Niue in July last. Their labour was costly and not altogether satisfactory, but in view of the general paucity of labour the draft served its purpose.

The Melanesians are the black boys recruited by the Deutsch Handels and Plantagen Gesellschaft for work on its plantations. They originally numbered 877, and have been repatriated by

drafts, Crown estates retaining the remnant, consisting of 201 men who declined repatriation and preferred to remain. These men constitute a good class of labour, but will not be available in the future, as the Australian Government, which now controls the Melanesian Islands, desires to retain all available labour there.

The Samoan people do not provide a reliable source of unskilled labour. Their numbers are insufficient to effectively occupy all their lands, foodstuffs are easily grown, no period of cessation of growth necessitates thrift or provision for the future, and no incentive exists inducing them to work for wages. The proper role of the Samoans is to cultivate their lands and produce copra from their own trees; and until the Native population increases enormously there will be no surplus of labour available for the requirements of others than themselves. It was recognized that no probability existed of plantation labour being supplied by Samoans, but it was hoped that provision of unskilled Samoan labour for public works directly and indirectly affecting themselves might be available, and during the period under review every endeavour has been made to employ Samoan labour. Originally each Department arranged for itself the employment of such individual men as occasion required. Difficulties arose in co-ordination, and on the 24th June, 1920, a system was instituted whereby all Native labour required by Departments was employed through a Government labour bureau. The bureau found the men and engaged them, kept records, and paid wages. This system served one of the purposes for which it was established—the elimination of abuses such as personation and double payments—but it effected little improvement in the quantity or quality of labour, and every employing Department suffered in proportion to its labour necessities. The want of inclination or necessity to work, and the apparent inability to continue at work, were unabated, and no Department could be assured either that the number of men for which it requisitioned would be obtained, that those obtained would work to-morrow as well as to-day, that the same men would work day after day, that boys were not substituted for men, or that workers would be reasonably punctual or diligent. The boycott or *sa* affected labour to some extent, but was not responsible either for its insufficiency or its inconstancy, both being inherent defects apparent in greater degree as time went on. The Committee undertook the finding and engaging of such men as should be required, and the chiefs concerned displayed considerable energy in the project. The position became somewhat improved, and a certain amount of labour was provided, but it was irregular in attendance and unduly expensive in production. The scheme became less and less effective, and finally became practically inoperative. Some of the members of the chiefs' labour committee made an honest endeavour to produce labour for public works, but the inherent difficulties were too great for them. The Government gave Samoan labour the fullest trial, and exercised much patience; its want of effectiveness, however, is shown by the following experiences:—

In the middle of February a quarry for road-metal was opened up at Magaigi. Operations were conducted intermittently with Samoan labour on daily wages under continuous white supervision until the end of April, when the work was entirely stopped on account of the ridiculously high cost. The factors which brought about this state of affairs were—(1.) The number of men asked for and promised were never forthcoming. When the required quota was twenty, the numbers available on various days were nine, eleven, fourteen, seventeen—the last figure being the maximum during two months. (2.) Continuity of employment of the same men was found impossible. For example, a gang of men engaged for three months worked for twelve days and then left without notice. (3.) Lack of punctuality was the cause of the loss of at least an hour per man per day. The Samoan fails to appreciate the justice of deducting a portion of his wages for such loss, and considers that he is being defrauded. (4.) The production was extremely low, the average output of one Samoan being one-ninth of the output of a white labourer in New Zealand. The actual cost on a sixteen-days test was £1 2s. 1·7d. per cubic yard, as against a fair value of 2s. 9d. per cubic yard. (5.) The labourers usually refused to work on Monday afternoons and Saturday mornings: thus four days' work a week only was obtained. (6.) Low production and short working-time resulted in extravagant supervision charges.

A portable stone-crushing plant was installed at Lotapa in April, and operations with Samoan unskilled labour were carried on until the middle of September. The work consisted of the collection of boulders by means of trucks and rails, and the feeding of the crusher. The work was not so arduous as quarry-work, and the degree of skill required was considerably less; however, the cost of the work was from 50 to 100 per cent. greater than the cost of similar work in New Zealand. This was brought about by—(1.) The inconstancy of numbers of labourers reporting for work resulting in low output, and heavy crushing costs and supervision charges. Where thirty men have been asked for and promised, on many occasions only eight and ten have been known to report. On a number of occasions gangs reported several days later. (2.) Changes of gangs every fortnight in accordance with the wishes of the Samoan chiefs. This meant training fresh men to their duties every fortnight, resulting in regular disorganization. (3.) The secret substitution of boys of eight and nine years of age for men when working in isolated places. (4.) The general disinclination of the men to do a fair day's work, and the systematic loafing encouraged by the Samoan foremen.

The cost of labour varied from 6s. to 9s. per cubic yard; a reasonable cost would be from 3s. to 4s. per cubic yard. The urgency of road repairs before the next wet season was so extreme that in spite of the cost it has been deemed advisable to continue the work with the only labour available. Also, if the work had been discontinued, valuable plant would have been lying idle and deteriorating.

The repairing of a section of road four miles in length from Vailima to Malololelei was undertaken by Samoan day labour. A portion of the work was carried out, the cost being £3 per chain; a reasonable cost would have been £1 per chain. The Natives absolutely refused to do the work by contract, hence vigorous prosecution of the work was suspended and a very small gang only has been employed on piecework, reducing the cost to about £2 per chain. The initial excessive cost was due to the same reasons as specified in the other cases, except that the isolation of this work with only occasional visits of a white overseer meant that the hours worked were smaller and the production lower.

Progress up to the present has been largely dependent on Samoan labour, all plantations being understaffed and unable to spare any Chinese or black boys. The only permanent gang available to the Government was the party of Niue-Islanders recruited originally for lightering-work. These men formed a useful reserve, and, though numerically insufficient, more than once were used to fill a gap which otherwise would have occasioned heavy loss.

The conclusion has been reached that, for unskilled labour, it is not practicable to employ Samoans, except on contract, a system which is distasteful to them, and that the prosecution of public works with any degree of economy can only be achieved by a gang of Chinese, a draft of whom will consequently be taken from the shipment of coolies arriving in October.

In the case of skilled work closer supervision is possible and a nearer approach to reasonable cost is achieved. The policy of employing Samoans in preference to imported labour will be continued in this class of work in the endeavour to train efficient wood-workers, metal-workers, painters, plumbers, &c., from the indigenous people of the country.

#### CHINESE LABOUR.

The Samoan people being manifestly unavailable for labour on the plantations of Europeans, the Germans imported both Chinese and Melanesians for the purpose. The Melanesians have been referred to above. In 1914 there were 2,200 Chinese indentured labourers on the various plantations in Samoa. During the military occupation three repatriations took place. This great reduction, whereby the numbers were reduced to 532 (together with the repatriation of drafts of black boys) caused great deterioration in the plantations, which must be supposed to have required the full number of 2,200 Chinese to carry on to their full production. On the 1st April, 1920, the number of Chinese in Samoa was, as above mentioned, 832. These were employed principally on the German plantations other than the D.H. and P.G. plantations, the great bulk of which have become the property of New Zealand, and are administered by Crown Estates. The whole of these men were in 1919 reindentured, the contract expiring on the 31st July, 1921.

In August, 1920, 500 labourers, recruited with the assistance of the Hong Kong Government, arrived in the s.s. "Haldis." Their contracts, which were to this Administration, were signed in Samoa after arrival, and the whole were absorbed by the Administration. A few men (thirteen) were repatriated on this occasion. The number of Chinese labourers in Samoa at this date (August, 1920) therefore was—Old labourers, 819; "Haldis" labourers, 502: total, 1,321.

About the same time the Chinese-Consul, J. C. Lin, was replaced by Consul Ahlo, and from that time reasonable control of the labourers became more and more difficult. Realizing that the contracts of the 813 old labourers would expire on the 31st July, 1921, and that many of them would desire to remain in Samoa, proposals for a new contract based on the "Haldis" contract (which had been approved by the Hong Kong authorities) were elaborated and submitted to the Consul preparatory to publication to the labourers. The attitude taken by the Administration was that it was liable to repatriate the 819 labourers on the 31st July, and would do so, but that it was willing to re-engage such of the labourers as wished to remain and who were considered desirable of retention. The reply of the Consul was to the effect that the Chinese Government did not approve the reindenture, and requested that the whole of these men should be allowed to remain in Western Samoa as free settlers. This request was refused, it being obvious that the permission to 819 Chinese to establish themselves in Samoa without restriction would not relieve the labour situation, and would be the beginning of an influx of Chinese, who would eventually push the Samoans off their lands. No settlement was reached on the subject, as neither party would give way on the essential principle. In the meantime the labourers were given the opportunity of re-engaging if they so desired, when practically all expressed a desire to return. It has since been ascertained that this expression of desire was not a true expression, but was largely the result of the intimidation of secret societies or of other agencies. It is anticipated that from fifty to a hundred men will be accepted for retention from those now offering.

Arrangements have been made for the repatriation of the old labourers, and for the introduction of new labourers from Hong Kong to replace them. On this repatriation and introduction being effected, it is estimated that there will then be available for labour purposes in Samoa (in addition to the 201 black boys above mentioned) the following Chinese: "Haldis" men, 502; old labourers retained (say) 50; "Ascot" men (say) 950: total, 1,502.

The cost of the importation of Chinese is very considerable, and the cost of repatriation falls almost entirely upon the Administration, on behalf of Crown Estates, no system having been adopted in the past for the creation of a repatriation fund. To obviate this in the future, and to recover the cost of importation, a periodical levy will be made upon employers, so that, though the expenditure is primarily made by the Administration, the burden will be carried by the industries employing labour.

#### SAMOAN OBSERVATORY.

This Observatory was established in Western Samoa about 1902 by the German authorities in conjunction with the University of Gottingen. It is now the property of the New Zealand Government. During the New Zealand military occupation the Director, Dr. Angenheister, and his assistant were permitted to carry on in order to ensure continuity of the work of the institution. This has continued up to the present time without interruption. Immediately after the cessation of hostilities the question of the future control and maintenance of the Observatory was considered, and in order to assist the Government to come to a proper determination advantage was taken of the visit of H.M.S. "New Zealand" to Western Samoa to secure a report from Admiral of the Fleet, Viscount Jellicoe, on the value of the work, from a naval, commercial, and scientific point of view. The New Zealand Government Astronomer collaborated with the Naval authorities in the preparation of this report, and subsequently Dr. E. Marsden, Professor of Physics, of Victoria College, Wellington, also visited Samoa and furnished a detailed supplementary report. As a result of these reports and recommendations, the Observatory is being continued under the control of the New Zealand Government and at the joint cost of the New Zealand and British Governments and the Carnegie Institutions of Washington, D.C., U.S.A.

*Approximate Cost of Paper.*—Preparation, not given; printing (550 copies), £40.

By Authority: W. A. G. SKINNER, Government Printer, Wellington.—1922.

Price 1s.]