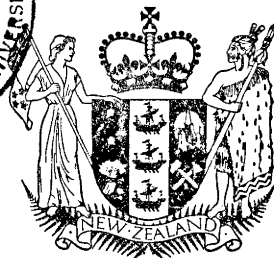


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REPORTS
ON THE
COOK, NIUE, AND
TOKELAU ISLANDS
(DEPARTMENT OF ISLAND TERRITORIES)

for years ended 31 March 1961.

Presented to the House of Representatives by Leave

BY AUTHORITY:
R. E. OWEN, GOVERNMENT PRINTER, WELLINGTON, NEW ZEALAND—1961

16 August 1961, Wellington.

SIR,

I have the honour to submit herewith reports on the administration of the Cook Islands, Niue Island, and the Tokelau Islands for the year ended 31 March 1961.

I have the honour to be,

Sir,

Your obedient servant,

J. M. McEWEN, Secretary of Island Territories.

The Hon. F. L. A. Götz, Minister of Island Territories, Wellington.

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REPORT COOK ISLANDS (EXCEPT NIUE)

REPORT FOR THE YEAR ENDED 31 MARCH 1961

PART 1: GENERAL INFORMATION

A. Geography

1. Location

The Cook Group (excluding Niue Island) comprises 15 islands. These are mostly small and widely scattered throughout an area of some 850,000 square miles of ocean extending from 8 degrees south to almost 23 degrees south and from 156 degrees west to 167 degrees west. The total land area is approximately 93 square miles (241 square kilometres).

The islands fall naturally into two distinct areas—a Southern and Northern Group. The Southern Group consists of eight islands, of which seven, Rarotonga, Aitutaki, Atiu, Mitiaro, Mauke, Mangaia, and Manuae, are settled. The other island, Takutea, is occasionally visited by copra-cutting parties from Atiu. The Northern Group consists of seven islands, Penrhyn, Manihiki, Rakahanga, Pukapuka, Palmerston, and Nassau, which are continuously inhabited, and Suvarrow.

Rarotonga, the seat of the Government, is 1,633 nautical miles north-east of Auckland and lies in latitude 21° 12' 06" south and longitude 159° 46' 33" west.

2. Area with Estimated Population as at 31 December 1960

Island	Area in Acres	Males	Females	Total
Rarotonga	16,602	4,167	3,865	8,032
Aitutaki	4,461	1,198	1,357	2,555
Mangaia	12,700*	1,175	1,093	2,268
Atiu	6,654	768	715	1,483
Mauke	4,552	478	441	919
Mitiaro	5,500*	164	157	321
Manuae	1,524	31	13	44
Palmerston	1,000*	52	44	96
Pukapuka	1,250	375	367	742
Nassau	300*	52	41	93
Manihiki	1,344	378	409	787
Rakahanga	1,000	192	206	398
Penrhyn	2,432	374	349	723
Suvarrow	100*	1	..	1
Takutea	302	..	..	..
	59,721	9,405	9,057	18,462

*Approximate area.

NOTE—(1) As there is no record of population movements within the group it is not possible to accurately estimate the indigenous population island by island. (2) Mitiaro was previously thought to have been 2,529 acres in area. However, as the result of an aerial survey in 1959, the area was found to be 5,500 acres. (3) During research in compiling a map of Suvarrow it became evident that the previous area of 600 acres was excessive and the area has been re-estimated at 100 acres.

Inset 1*

3. Topography

(a) *The Southern Group*

With the exception of Manuae, which is a coral atoll, the Southern Group islands are mainly volcanic in origin, having a hilly or mountainous interior surrounded by fertile lowlands. All the islands are surrounded by coral reefs. Most have, in addition, an elevated coral reef, known locally as the makatea, which encircles the islands almost immediately behind the coastline.

(b) *The Northern Group*

The islands of the Northern Group are typical coral atolls.

4. Climate

The Group lies within the hurricane belt, but hurricane damage has not occurred since 1946.

The climate of the Southern Group is mild and equable, except in the summer months. In 1960 the mean annual temperature on Rarotonga was 74.9°F, July and August generally being the coolest months. The annual rainfall was 87.56 in. In the Southern Group the rainfall is adequate and there is little danger of serious drought.

Hurricane warnings are issued when necessary from the Meteorological Service, Nandi, Fiji. There are weather-reporting stations of the New Zealand Meteorological Service at Rarotonga, Aitutaki, Penrhyn, Manihiki, Rakahanga, Pukapuka, Palmerston, and Mauke.

5. Natural Resources

The volcanic soil of the Southern Group, in which tropical produce grows rapidly, comprises the principal natural resources of the Cook Islands. In the northern islands soil is scarce, and for the most part there is only coral rubble and sand. There are no forestry reserves in the Group, apart from plantings to check soil erosion.

B. History

Rarotonga is believed to have been settled by Polynesians from Samoa and Tahiti about 26 generations ago.

European discovery of the Cook Islands was made piecemeal over a period of 230 years. The Spanish explorer Mendana was the first European to enter the Northern Group, when he discovered Pukapuka in 1595. His compatriot, Quiros, followed with the discovery of Rakahanga in 1606. Manuae was found in 1773 by Captain Cook, who also discovered Palmerston in 1774 and Mangaia, Atiu, and Takutea in 1777. Penrhyn was located by Severn in 1788, Aitutaki by Bligh in 1789, Rarotonga by the *Bounty* mutineers later the same year, Suvarrow by Lazarevu in 1814, Manihiki by Patrickson in 1822, and finally the Rev. John Williams called at Mauke and Mitiaro in 1823. It was this missionary who made the first real contact between European and Maori and established missions on most of the Southern Group islands.

The London Missionary Society converted many in the Southern Group to Christianity and was until about 1891 the predominant governing and law-making organisation in the Group.

In 1888 a British Protectorate was declared over the Southern Group and a British Consul stationed in Rarotonga. He was replaced in 1890 by a British Resident, who established island councils in each of the Southern Islands, as well as a Federal Parliament and an Executive Council centred in Rarotonga.

As a result of a petition by the chiefs of Rarotonga, Atiu, Mauke, and Mitiaro, the Federal Parliament was abolished and in 1901 both the Northern and Southern Groups were formally included within the boundaries of New Zealand.

C. People

1. Composition

The Cook Islands Maori is a Polynesian closely related to the New Zealand Maori. There is a strong resemblance between the two peoples in tradition, language, and custom. Many of the tribes in both places are able to trace their descent back to a common ancestor.

Maori is the spoken language of the area, and official publications are published in both English and Maori.

2. Population

A census of the Cook Islands was held on 25 September 1956. The following figures show the population growth since 1906:

	1906	1926	1945			1951			1956		
			M.	F.	Total	M.	F.	Total	M.	F.	Total
Maori ..	8,378	9,802	6,906	6,668	13,574	7,620	7,137	14,757	8,495	7,878	16,373
European ..	140	280	279	235	514	207	115	322	200	107	307
Total ..	8,518	10,082	7,185	6,903	14,088	7,827	7,252	15,079	8,695	7,985	16,680

NOTE—The 1956 census figures show only full Europeans under the heading "European", and consequently comparison with previous census returns is misleading.

The estimated population figures of each island at 31 December 1960 are shown on page 7. The total estimated population of the Group as at this date was 18,462.

The Cook Islands Maoris are all Christians. The great majority are adherents of the Cook Islands Christian Church (L.M.S.). Other denominations with considerable followings are the Roman Catholic, Seventh Day Adventist, and Latter Day Saints Churches.

3. Population Movements

During the year ended 31 December 1960, 294 Maoris entered the Cook Islands and 638 departed. European arrivals numbered 293 and departures 280.

D. Government

1. Status of the Territory and Its Inhabitants

The Cook Islands are within the boundaries of New Zealand and provision for their government is made in the Cook Islands Act 1915, as amended. The indigenous inhabitants are British subjects and New Zealand citizens.

2. Territorial Government

(a) *Executive Government*

The executive government of the Cook Islands is vested in the Crown in the right of the Government of New Zealand. The Cook Islands Act 1915 provides for the appointment by the Governor-General of a Resident Commissioner of the Cook Islands, who is charged, subject to the control of the Minister of Island Territories, with the administration of the executive government of the Cook Islands. The principal administrative officer of the Government of the Cook Islands, under the control of the Resident Commissioner, is the Secretary to the Government.

The Secretary of Island Territories is the administrative link between the Minister of Island Territories in Wellington and the Resident Commissioner in Rarotonga.

The work of the executive government is carried on under the Resident Commissioner and the Secretary to the Government by the following Departments: Agriculture, Education, Health, Justice, Police, Post Office, Electric Power, Public Works, Radio, Social Development, Cooperatives, Survey, Treasury, and Customs.

In most cases the heads of these Departments are officers seconded for varying periods from the New Zealand Public Service. The activities of the individual Departments are dealt with elsewhere in this report.

In the outer islands Resident Agents, subject to the control of the Resident Commissioner, are responsible for all aspects of administration (see (c)).

An Executive Committee comprising the Resident Commissioner and not more than eight other members appointed by him from the elected members of the Legislative Assembly or from the Cook Islands Public Service advises him in his administration of the territory's executive government. He is not bound to accept the Committee's advice. This Committee met twice during the year.

(b) *Legislative Government*

The Legislative Assembly of the Cook Islands consists of:

- (i) Fourteen members elected by secret ballot under a system of universal suffrage by the electors of the following islands and in the following numbers: Rarotonga, four members; Aitutaki, two; and Atiu, Mangaia, Manihiki, Mauke, Mitiaro, Penrhyn, Pukapuka, and Rakahanga, one each. The electors of the remaining islands are included in one or other of the constituencies already mentioned, the inhabitants of Palmerston Island and Manuae being included in the Rarotongan electoral roll, while those on Nassau are on the Pukapuka electoral roll.
- (ii) Seven members (being in each case a member of the electing island council) elected by the following island councils and in the following number: Rarotonga Island Council, four members; and the Island Councils of Aitutaki, Atiu, and Mangaia, one each.
- (iii) One member elected by secret ballot under a system of universal suffrage by the European electors of the Cook Islands.

- (iv) The Secretary to the Government, the Treasurer, and two other official members appointed by the Resident Commissioner (at present the Chief Medical Officer and the Director of Education). The Resident Commissioner is, by law, entitled to preside over every meeting of the Legislative Assembly.

The first election for the Legislative Assembly was held on 15 October 1958.

The Assembly is dissolved three years from the date of the last preceding election and a general election is held for new elected members.

The Legislative Assembly may make laws (known as Ordinances) for the peace, order, and good government of the Cook Islands, but no Ordinance may become law until it is assented to by the Resident Commissioner. The Assembly, however, may not legislate on certain reserved subjects (defence, external affairs, or the title of the Crown to land), nor may it make Ordinances repugnant to New Zealand Acts or regulations that are declared to be reserved.

The Legislative Assembly has full control over the expenditure of all revenue collected in or derived from the Cook Islands. The financial powers of the Assembly are more fully dealt with in Part IIA of this report.

The third annual session of the Assembly was held in Rarotonga from 1 June to 1 July 1960 and was attended by Mr J. B. F. Cotterill, M.P. Wanganui, and Mr J. M. McEwen, Secretary, Department of Island Territories. Eleven Ordinances were passed.

(c) *Island Councils*

The Cook Islands Amendment Act 1957 confers upon the Legislative Assembly the power to establish island councils and for the councils so established to have such constitution, membership, functions, and powers as may be prescribed by Ordinance of the Assembly.

Island councils exist in each of the main islands and have been reconstituted by Legislative Assembly Ordinances passed in 1958 and 1960. The councils consist of *ex officio* and elected members. The *ex officio* members are the Resident Commissioner and the Resident Agent and Arikis in their respective islands. The number of elected members for each island council is prescribed by the Ordinances and varies between nine for Rarotonga (including one representative of the Europeans in the Group), seven for Aitutaki, and three for Mitiaro.

The councils meet regularly and are presided over by the Resident Commissioner, if present, or the Resident Agent.

The Ordinances empower the councils to make bylaws for the imposition of tolls, rates, dues, fees, fines, taxes, and other charges (except Customs duties on goods imported into the islands), to establish village councils, and to borrow money for works or services that the council has the power to carry out, establish, maintain, or acquire under the Ordinance. No bylaw may become law until assented to by the Resident Commissioner.

3. *Cook Islands Public Service*

The Cook Islands Public Service is under the control of the New Zealand Public Service Commission. The Cook Islands Amendment Act 1957 governs the Service and charges the Commission with ensuring

a proper standard of efficiency. The Commission is responsible for pay, allowances, discipline, control, and management of the Service and delegates its powers in several of these matters to the Resident Commissioner and Secretary to the Government.

Although most senior positions in the Cook Islands Public Service are filled by overseas officers, it is the policy of the New Zealand Government that the Cook Islands Maoris should take an increasing share in the responsibility of administering the Group. The constant aim of the Government is to utilise the services of scholarship pupils educated in New Zealand, together with those pupils receiving higher education at Tereora College and the Teachers' Training College, to replace overseas officers wherever possible. However, for a variety of reasons, the turnover of skilled local officers is high and many of them leave to seek higher wages in New Zealand. It is hoped that the need for skilled tradesmen in the Public Works Department and Housing Scheme will be met by employing those students studying in New Zealand under trade training scholarships.

Staff-training facilities have been placed at the disposal of all officers who desire to qualify for senior positions in the Service. Instruction in the core subjects for the Junior Examination is undertaken by overseas staff.

Early in 1960 an officer of the Public Service Commission and an officer of the Department of Island Territories visited Rarotonga to finalise the syllabus for the Junior Examination. This examination consists of six "core" subjects common to all employees and three "departmental" subjects. Instruction in the departmental subjects commenced in 1960.

In 1961 it is proposed to commence courses for the Senior Examination. The syllabus for this examination has not yet been finalised but it is envisaged that it will consist of English and two of the three "departmental" subjects.

Most overseas officers are seconded from the New Zealand Public Service for terms of three years in the first instance. Many remain for more than one term. Local appointees include both Maoris and Europeans.

As at 31 March 1961 the total number of officers in all Departments was 896, comprising 104 imported officers and 792 local appointees.

4. Judiciary

Justice in the Cook Islands is administered by the High Court, which exercises civil and criminal jurisdiction, the Native Land Court, which is concerned with litigation on lands and titles, and the Native Appellate Court. The present judiciary consists of a Chief Judge and a Commissioner of the Native Land Court and two Commissioners of the High Court. The Resident Agents on the outer islands are also Commissioners of the High Court. There are three Maori Justices of the Peace in Rarotonga who, acting together, exercise the jurisdiction of a Commissioner of the High Court.

Appeals against criminal convictions or civil judgments of the High Court are made to the Supreme Court of New Zealand. Appeals against decisions of the Native Land Court are made to the Native Appellate

Court of the Cook Islands. This Court sat in Rarotonga in September 1960. Six appeals were dismissed and orders were made in respect of two cases.

In the outer islands there are 570 outstanding applications for hearing by the Native Land Court and of these 240 are in Aitutaki. Applications for orders granting rights of occupation to plant oranges under the Citrus Replanting Scheme, in accordance with agreements reached at meetings of owners before the Registrar, totalled 63. These applications are held up pending the planting of lands by the Department of Agriculture.

At present it is not planned to proceed with the planting of these areas until those already planted have reached a more satisfactory state of productivity. The health of the trees continues to improve and the Agriculture Department should be in a position to extend planting in another two or three years.

As pointed out in previous years, the greater proportion of outstanding applications is held up pending surveys, but steady progress is being made in this direction. Emphasis is still on investigation of title of the many lands where ownership has not yet been determined, for until this is done no comprehensive system of development can be undertaken. During the past five years the Native Land Court has determined the ownership of over 4,000 acres of customary land, and during 1960 at Aitutaki 78 sections comprising 253 acres were dealt with.

Village committees established by the Resident Commissioner have competence in their areas in respect of specified ordinances and bylaws. There is one such village committee at present. It has power to investigate breaches of those laws in its area of jurisdiction and, if satisfied that a breach has been committed, either take High Court proceedings or itself impose a penalty (except imprisonment). The offender has the opportunity of being heard in his own defence or can elect to be dealt with by the High Court instead of the committee.

5. Legal System

The Cook Islands Act 1915 laid down the basis of the private as well as the public law of the Territory. It provided that the law of England as existing on 14 January 1840, the year in which British jurisdiction was established in New Zealand, should be in force in the Cook Islands, subject to various modifications. These included the provisions that no action should be brought for an offence at common law, and that the Acts of the British Parliament should apply only so far as they were in force in New Zealand at the coming into operation of the Cook Islands Act. New Zealand statute law was declared not to apply to the Cook Islands except where it was specially made applicable to the Territory. The Cook Islands Act declared a number of New Zealand Acts so to apply. A complete criminal code was laid down in the Act, which also provided the law in marriage, divorce, certification and treatment of those of unsound mind, and control of intoxicating liquor. The Act also made many provisions regarding the ownership and control of land.

Subsequent additions and amendments have been made to the law of the Territory by Acts of the New Zealand Parliament, by New Zealand Orders in Council, and by Ordinances of the Island Councils, Legislative Council, and Legislative Assembly of the Cook Islands.

The more important legislation affecting the Cook Islands enacted during the year under review is set out in Appendix VI.

6. Assistance from New Zealand Departments

In addition to the secondment of officers to the Cook Islands Public Service, the New Zealand Government also provides specialist services and renders technical assistance where necessary. During the period under review the following assistance was made available by New Zealand Departments and other organisations.

Agriculture—A tropical agronomist of the New Zealand Department of Agriculture visited Rarotonga and Aitutaki. Another officer of that Department visited the main islands of the Southern Group and advised on weed-control problems.

Education—The Islands Education Officer in the New Zealand Education Department and his staff continued to give technical assistance and advice on islands educational problems, assisted in the selection of New Zealand teachers for islands positions, and kept in touch with scholarship pupils receiving education at New Zealand schools. An Inspector of Island Schools visited the Southern Group schools during the period under review.

Government Stores Board—The Board's facilities were utilised by the Cook Islands Government for the purchase of supplies in New Zealand.

Health—The New Zealand Health Department readily gave advice on various health matters affecting the Cook Islands. The New Zealand Medical Research Council, through its Island Territories Research Committee, continued its interest in the investigation of medical problems in the territories. The committee is assisted with annual grants from the New Zealand Government. The Council's Tropical Research Officer was in Atiu during the year and continued work on a pilot filariasis treatment project.

Island Territories—This Department is the official channel of communication between the Territorial and Metropolitan Governments.

Maori Affairs—Two Judges of the New Zealand Maori Land Court who are also members of the Cook Islands Native Appellate Court visited Rarotonga in 1960 for a sitting of that Court.

Ministry of Works—The Cook Islands Government received technical assistance in both engineering and architectural fields. Visits were made during the period under review by an inspecting electrical engineer, an architect, and a senior engineer.

Post Office—The Cook Islands Postal and Radio Departments' accounts form part of the New Zealand Post Office accounting system and financial adjustments between the Territorial and Metropolitan Departments were made quarterly. The New Zealand Department also gave advice on engineering problems connected with the operation of the islands radio and telephone services.

Public Service Commission—The Commission made several appointments to the Cook Islands Public Service and made its officers available to assist and examine staff organisation, employment conditions, and salaries.

Department of Scientific and Industrial Research—During the period under review an entomologist of the Department visited the territory to investigate a scale that attacks the bark of citrus trees (*Parlatoria cinerea*), a major pest of the citrus industry. He also visited Suvarrow

and Pukapuka and reported on termite infestation, which is a serious threat to copra production. The Principal Scientific Officer of the Department's Entomology Division also visited Rarotonga and other islands during the islands cruise of HMNZS *Endeavour*.

7. Regional Agreements

The Cook Islands also receive valuable benefits from regional agreements entered into by New Zealand with other governments.

South Pacific Commission—This advisory and consultative body established in 1947 by the Governments of Australia, France, the Netherlands, New Zealand, the United Kingdom, and the United States of America, to assist member governments in the promotion of the health, economic and social welfare of the peoples in the region, benefits the Cook Islands both directly and indirectly. Commission sponsored or assisted projects and programmes in other territories often yield results of interest or value to the Cook Islands. Due to the lack of a frequent passenger service to these islands, the absence of an air service to Rarotonga, and the limited accommodation facilities there, it has unfortunately been impossible for the Territory to act as a host for South Pacific Commission conferences and meetings.

South Pacific Commission assistance towards a Women's Interest project in Aitutaki is gratefully acknowledged. During the past year two Cook Islands trainees successfully completed the SPC Literature Production course at Honiara in the British Solomon Islands and are now back in Rarotonga putting their additional knowledge to good use. A delegate from the Cook Islands, sponsored by local sporting bodies, attended a conference in Noumea called by the SPC to consider the promotion of Pacific Islands Games. Cook Islands sporting bodies fully support the idea of such inter-territorial games.

A meeting of all available former Cook Islands delegates to previous South Pacific conferences was held in Rarotonga in 1960 to consider topics proposed for discussion at the next conference in 1962.

Although last year advantage could not be taken of the SPC programme of assisting selected government personnel to travel outside their own territory to observe developments in other countries, it is hoped to take advantage of this most useful and practical form of assistance in the near future.

During 1960 Mr V. D. Stace visited Rarotonga while carrying out for the SPC a study of capital formation and the means of promoting savings and investments in Pacific territories.

Last year the services of the Cook Islands Infant Organising Teacher were made available to the SPC, which arranged for her to attend the 1960 American Samoa Teachers' Institute to give specialist assistance for a few weeks.

In appreciation of the work being undertaken by the Commission in trying to find measures to control the rhinoceros beetle, destroyer of coconut palms, the Government of the Cook Islands has undertaken to contribute £250 per annum for three years to the SPC specifically to assist in this work.

South Pacific Health Service—This Service, which covers the territories of the Western Pacific High Commission, Fiji, Tonga, Western Samoa, and the Cook Islands, established in 1958 a South Pacific Board of Health with headquarters at Suva. The functions of the Board are to

advise the participating governments on health matters, to assist generally in the more effective control of disease and promotion of health in the territories under their control, and to assist in the provision of professional staff.

Fiji Government—The Fiji Government renders valuable assistance to the Cook Islands by making training courses available to island students. Officers have been sent to Fiji for training in medicine, dentistry, nursing, police, and meteorological work. The Fiji Agriculture Department assisted in the supply of seed for experimental purposes.

PART II: ECONOMIC CONDITIONS

A. General

Of the economic problems confronting the Cook Islands the most obvious is shipping. However, this problem has been recognised and the New Zealand Government has now in operation the new 2,750-ton, 13½-knot vessel *Moana Roa*. This vessel has a cargo capacity of 85,000 cu. ft. including refrigerated space and accommodation for 40 passengers, and replaced the 33-year-old *Maui Pomare*, which was no longer economic to run. The new vessel has been designed to cope with the increasing export trade in perishable crops. Proposals designed to improve the standard of inter-island shipping are at present under consideration.

The main exports of the Cook Islands are citrus fruits, tomatoes, copra, pearl shell, pineapples, and manufactured goods. In the past irregularity of shipping and the seasonal nature of the main fruit exports have hindered the economic development of the Group.

The erection of the central packing shed and cool store has been completed, although the cool store will not be in use until the additional power to run it is available towards the end of 1961.

During 1960 arrangements were finalised with a well known New Zealand firm for the establishment in Rarotonga of a fruit-juice factory which will utilise second-grade oranges and also produce canned pineapple juice and crushed pineapple for the New Zealand market.

Although the Territory has always been dependent on subsidies and grants from New Zealand to assist its economy, increases in trade figures indicate that recent efforts to develop the Group are proving successful. In line with the Government's policy of helping the people to help themselves, an important section of the Cook Islands Amendment Act 1957 was devoted to amending the sections of the 1915 Act relating to public revenues.

With the establishment of the new enlarged Legislative Assembly, the public revenues of the Cook Islands, as from the 1959-60 financial year, were kept in two accounts, the Cook Islands Assembly Account and the Cook Islands Supplementary Account. Local revenue from Customs duties, postal services, income tax, export duties, and other sources is credited to the Cook Islands Assembly Account and the Legislative Assembly is empowered to appropriate such revenue for purposes of government. Moneys made available by way of subsidy or grant by the New Zealand Government are credited to the Cook Islands Supplementary Account and expended in accordance with estimates approved by that Government.

B. Agriculture and Livestock

1. Organisation

The Director of Agriculture is the chief administrative officer of this Department. Local committees manage the district packing sheds in the main islands of the Southern Group. In Rarotonga a Fruit Advisory Committee, elected by growers, keeps in touch with the latest developments in the production and shipping of produce. In addition, a Standing Committee of the Cook Islands Legislative Assembly on Agriculture assists the Department.

The Tomato Export Control Board allocates space for tomato shipments and raises funds (through a levy on tomatoes exported from Rarotonga) for the purpose of guaranteeing freight for special shipping calls.

During the year the Department of Agriculture was active in the fields of citriculture, agricultural research and education, the maintenance of citrus, coconut, and banana nurseries, fisheries, afforestation, quarantine, and the grading and inspection of produce for export.

An important function of the Department is the administration of the Fruit Control Scheme under which citrus fruits and bananas are marketed. This organisation includes within its scope a Citrus Replanting Scheme involving large-scale machine cultivation and power spraying.

Progress has been made in encouraging growers to take over, as much as possible, the management of their plots in order to keep labour costs to a minimum, and an increasing number of growers are now following this system. In addition a large number of growers are assigning a portion of their crop proceeds to be held against future upkeep costs on their plots.

The annual budget provided for an expenditure of £42,050, of which £2,500 was for capital equipment and special items. This does not include the expenditure on the Fruit Control Scheme.

2. Land Utilisation, Ownership, and Tenure

(a) Utilisation

The following table shows the acreage of the various islands of the Group, together with areas of land which it is estimated can be used for the production of crops. There are large areas of land on most of the islands which cannot be used because they are either exceedingly steep or are harsh, infertile areas which were once coral reef.

Island			Suitable for Annual or Tree Crops	Suitable for Tree Crops	Problem Soils	Total
			acres	acres	acres	acres
Rarotonga	..	..	3,744	1,573	11,285	16,602
Aitutaki	..	..	2,464	1,337	660	4,461
Atiu	..	..	1,158	3,386	2,110	6,654
Mauke	..	..	1,056	2,856	640	4,552
Mangaia	..	..	1,034	5,251	6,515	12,800
Mitiaro	..	..	..	..	..	5,500

The first four above-named islands are the citrus-producing areas of the Group.

The soils of Manuae, Takutea, Manihiki, Palmerston, Penrhyn, Pukapuka, Rakahanga, Suvarrow, and Nassau produce little except coconuts, which thrive in the coral rubble and sand.

(b) *Ownership and Tenure*

Ownership of Maori land is based on custom and the laws relating to land tenure are contained in the Cook Islands Act 1915 and its amendments. Practically all land is either native customary land or native freehold land as defined in the Act. Sale of land is prohibited by law. Although few sections of land are vested in single owners, section 50 of the Cook Islands Amendment Act 1946 grants jurisdiction to the Native Land Court to validate an agreement reached by the owners of a piece of land whereby an individual is given an occupational right to part of that land for purposes agreed to by the owners. This, in the nature of an order made by the Court, gives to the individual the security of tenure which is so important where long-term crops are planted (or where buildings are erected), and it is this provision which has made the Citrus Replanting Scheme possible. Apart from this, in the majority of cases the family group is still the unit of ownership, as it always has been under local custom.

Tenure may be divided into the following categories:

- (i) *Native Customary*—Land held under Maori custom wherein the individual owners or families have not yet been determined.
- (ii) *Native Freehold*—Land held as above, but where ownership has been determined by the Native Land Court.
- (iii) *Leasehold*—Land leased by owners to individuals and corporations, European or Maori, including Crown and church leases.
- (iv) *Crown Land*—Land taken by the Crown by Order in Council or transferred by conveyance for public purposes.
- (v) Land vested in religious bodies.

The area of land in the Cook Islands leased to indigenous inhabitants is approximately 682 acres; land leased by Europeans 2,906 acres (including Manuae island); land held by the Crown 1,321 acres; land held by religious bodies 270 acres.

3. *Principal Crops*

The following are the estimated areas planted in principal crops. Acreages should be read with reservation in that many areas are interplanted: for example, tomatoes, bananas, and coconuts may be planted together, making the assessment of the areas of each very difficult.

	Acres		Acres
Coconuts ..	28,250	Manioc (cassava) ..	325
Bananas ..	1,406	Kumara ..	200
Citrus ..	767	Taro ..	400
Pineapples ..	473	Yams ..	50
		Tomatoes ..	800

Citrus—Total orange production for the year under review was 56,964 cases, of which over 83 per cent is attributable to the Citrus Replanting Scheme. This was a decrease of 29,725 cases on the previous year's production.

During the year oranges at all islands were affected by granulation. The fruit from Aitutaki, Atiu, and Mauke was more affected than the fruit from Rarotonga. The problem of granulation has been the subject of study by the University of California and much information has been collected. Literature indicates that the cause or causes of granulation cannot be definitely stated. Granulation was experienced on the old seedling oranges in the early days, but to a much less extent than the young trees are at present being affected.

In addition 19,636 cases of tangerines, 9,077 cases of mandarins, 3,033 cases of grapefruit, and 2,627 cases of lemons were exported.

Many plots are becoming debt free and being returned to the owners, most of whom continue to rely on the Department for the essential services of discing and spraying.

Pineapples—Mangaia is the only island of the Group where pineapples are produced on a commercial basis, although the fruit grows well throughout the Southern Group. The peak period of production is November and, once mature, the fruit ripens rapidly. This fact, combined with the remoteness of Mangaia from the New Zealand market, makes this product the most difficult to handle of all perishable crops in the Cook Islands.

Tomatoes—The season was better than the previous one but many growers again risked early plantings and losses from these plantings were high on account of wet weather.

An officer is specially appointed to educate the people in growing methods and to assist growers with their problems in controlling fungoid and virus diseases.

A total of 95,825 boxes was shipped during 1960, with Aitutaki shipping 15,495 and Mangaia 8,634 of these.

Bananas—The result of several years of active encouragement in planting is now being seen in increasing exports, but future increases will depend on how well the growers maintain their supplies of shoots for increased plantings.

Copra—Exports during 1960 amounted to 1,214 tons.

4. Livestock

A census of livestock was taken in March 1960. Figures were:

Horses—				Pigs—			
Stallions	..	..	370	Boars	..	..	1,077
Mares	..	..	677	Sows	..	..	3,065
Geldings	..	..	566	Barrows	..	..	2,111
Foals ..	..	..	251	Piglets	..	..	4,020
Cattle—				Goats—			
Bulls	..	..	39	Males	..	..	505
Cows	..	..	133	Does	..	..	1,035
Steers	..	..	31	Kids	..	..	708
Calves	..	..	59				

The Department of Agriculture has no animal husbandry division. A few cattle are slaughtered privately in Rarotonga for fresh meat, and practically no milk is produced for local consumption.

5. Assistance for Agriculture Development

Advances of trees, materials, labour, and the use of mechanical equipment are made under the Citrus Replanting Scheme to assist growers to increase citrus production. As at 31 March 1961 plantings under this scheme were as follows:

Island					Plots	Acres	Trees
Rarotonga (average 90-tree plots)	..	..	..	..	242	204	18,446
Aitutaki (average 45-tree plots)	..	..	..	..	202	106	9,090
Atiu (average 45-tree plots)	..	..	..	..	165	77	7,245
Mauke (average 45-tree plots)	..	..	..	..	115	63	5,175
Total	..	..	..	..	724	450	39,956

In addition it was estimated that at 31 March 1960 22,000 trees had been planted in privately owned plantations, but it is not expected that more than 25 per cent of these will come into bearing. To stimulate production from the best of these trees the New Zealand Government has approved a limited scheme of advances to private growers on substantially the same terms as for the Citrus Replanting Scheme.

During the year assistance to 21 growers under this scheme has been approved, making a total of 50 growers with a total of 5,572 trees who are receiving assistance to date. This form of assistance is highly successful and growers are quick to see the advantages. Most growers will repay the amounts advanced in the second year of operation. The most important fact underlying this assistance is that growers agree to assign up to one-third of future proceeds, once the original advances are paid off, to provide for the cost of future spraying and the application of fertiliser.

Finance for the Fruit Control Scheme is by way of interest-bearing loans and, to a lesser extent, by grants from the New Zealand Government, which are excluded from budgetary figures shown under public finance. At 30 September 1960 loans for general purposes, including the erection of storage sheds and purchase of equipment, together with loans for advances to growers under the Citrus Replanting Scheme, totalled £285,695. Grants for operating expenses total £8,000. To date, grants of £42,000 have been made by the New Zealand Government to the Fruit Control Scheme to cover the loss on nurseries which have been established to provide trees for the Citrus Replanting Scheme.

The balance sheet of the Fruit Control Scheme showed that at 30 September 1960 buildings, plant, and machinery valued at £207,208 were held, while stocks of fruit cases, manures, and sprays amounted to £60,978.

An important activity of the Agriculture Department outside the scope of the Fruit Control Scheme is the administration of a Manure Levy Fund. A small levy on all citrus, bananas, and tomatoes shipped is credited to each individual grower for the purpose of purchasing fertilisers. The Agriculture Department is endeavouring to encourage an extended use of manures, which, it is thought, will tend to level out fluctuations in the size of the annual crop.

Tractors, power sprayers, discs, ploughs, cutters, and trucks are made available for hire to growers.

In the three previous years Fruit Distributors Ltd. have donated a prize of £200 for competition by mandarin and tangerine growers, and the Administration gave £200 in prizes to orange growers. The general aims in both competitions are to encourage growers in the better care and maintenance of citrus groves, harvesting the crop, and packing for export. However, little interest has been taken in this competition by the majority of growers and the matter is to be discussed with the Fruit Advisory Committee to ascertain on which basis the competition might be of more interest to the growers.

Extension of Agricultural Credit—At 30 September 1960 outstanding advances to plot holders under the Citrus Replanting Scheme totalled:

			£
Rarotonga	..	..	42,900
Aitutaki	..	..	43,047
Atiu	..	..	46,492
Mauke	..	..	39,142
Total	..	..	<u>£171,581</u>

Facilities for Marketing, Storage, Grading, and Primary Processing—The export and sale of citrus fruit, bananas, and pineapples are handled by the Government on behalf of the growers. The fruit is sold at fixed f.o.b. prices, which are negotiated annually with Fruit Distributors Ltd. In each of the citrus-producing islands the fruit is delivered by the growers to central packing sheds, where it is treated with ethylene gas, graded for quality and size, and then packed. In Rarotonga the new central packing shed is equipped with up-to-date plant for degreening, washing, polishing, waxing, and grading the fruit. This equipment was in use for the 1960 citrus season and resulted in a marked improvement in the appearance of all fruit treated. Attached to the packing shed is a cool store with a capacity of 18,000 standard citrus cases. The cool store will commence operations when extensions to the electric power supply are completed towards the end of 1961. A new development which will come into operation in the 1961 season will be the diversion of all second-grade fruit to a juice factory which has now been established in Rarotonga by a well known New Zealand food-processing firm. The establishment of this enterprise is the result of nearly two years of investigation by the firm and negotiation between it, the Government, and local growers. The factory is set up in part of the central packing shed, which was built with this in mind, the floor space being leased from the Fruit Control Scheme. At 31 March installation of the factory machinery was almost complete and production was expected to commence before the end of April. The operation of a juice factory is accepted overseas as an essential adjunct of the citrus industry. It provides a means whereby second-grade fruit can be disposed of and makes it possible to restrict the export of fresh fruit to first-grade fruit only. Outer islands packing sheds are equipped with up-to-date sizing machines and arrangements are in hand for all outer island fruit to be dipped in a mould-inhibiting solution in 1961 and to be polished and waxed in 1962. Second-grade fruit from the outer islands will be brought to Rarotonga for juicing commencing in the 1961 season.

The factory established in Rarotonga to juice oranges will also handle pineapples and a large proportion of the 1961 pineapple crop is expected to be processed into pineapple juice and crushed pineapple.

The export of tomatoes is handled by the trading firms, who act as agents for the growers. Tomatoes are sold on consignment in New Zealand and prices received often vary considerably. A Tomato Export Control Board has power to control shipments and thus avoid flooding the market. The Board also endeavours to arrange special shipping calls during the peak of the season. It is expected that tomato growers will make considerable use of the cool store when it is in operation. Tomatoes and bananas are inspected for quality by the Agriculture Department.

The export of copra is handled by the trading firms. All copra is shipped to New Zealand and is sold under a contract between the shippers and Abels Ltd., the sole processors of copra in New Zealand. The f.o.b. price is fixed from month to month on the basis of the average price in London for the previous month. All copra is inspected for quality by the Agriculture Department.

6. Agricultural Diseases, Research and Education

The Cook Islands Plant Quarantine Regulations 1955 regulate the importation of plants and plant products into the Cook Islands. There is a constant threat of the rhinoceros beetle (which attacks the coconut palm) establishing itself in the Cook Islands, and special precautions are taken with ships and aircraft arriving from places infested with this pest. Fumigation vaults are installed at Rarotonga and Aitutaki to fumigate packages and luggage.

For the seventh successive year a large-scale agricultural show day was organised and was well attended.

During the year citrus leaf and soil analysis was continued, samples being sent to Rukuhia Soil Research Station, Hamilton. Results indicated that potassium fertilisers should be increased in most cases or at least maintained, phosphates reduced or eliminated, and nitrogen reduced. Excessively high levels of copper were recorded.

The Agricultural Instructor continued to disseminate information on improved methods of cultivation and crop production. Demonstration models of "Ceylon-type" copra driers are operating at Mauke, Atiu, Mangaia, Manihiki, Rarotonga, and Aitutaki.

C. Forestry

In the southern islands much of the land supports secondary growth, coconut palms, and a scattering of food and timber trees. There are very few large timber trees remaining. In the northern islands the growth is mainly coconut palms and low scrub.

In Atiu 154 acres were planted with trees, mainly of the *Albizzia* varieties *falcata* and *lebbek*, but 11 acres were destroyed by fire during 1959, and another acre in 1960. An afforestation scheme has been commenced in Mangaia and to date 50 acres have been planted in *Albizzia falcata* and $4\frac{1}{2}$ acres in Norfolk pine.

Several forestry workers from Mangaia and Atiu have been given short training courses with the New Zealand Forest Service and a former Tereora College pupil received a four-year course of instruction to equip him for the position of Forestry Officer. This Forestry Officer makes periodical inspection visits to Atiu and Mangaia.

D. Fisheries

During 1960 the Fisheries Division continued the research programme in Manihiki which was started in 1959 by Mr J. S. Hynd of the Australian Commonwealth Scientific and Industrial Research Organisation. The remeasurements of pearl shells planted under a variety of conditions were taken and the data analysed at the CSIRO Fisheries Laboratory, Thursday Island. Fortnightly checks were made on 50 shells right through the year.

From this data it has now been possible to determine the growth rate of pearl shell under natural conditions, the natural mortality rate, and the conditions under which pearl shell multiplies. From these results it will be possible to rewrite the local Pearl Shell Fisheries Regulations so that the stock will be conserved and the taking of shell will be limited to a more or less regular quantity each year. It is hoped that by these means it will not be necessary to close this lagoon for fishing for rest periods as has been necessary in the past. The most significant outcome of the year's work was the discovery that it was possible to grow shell on suspended nylon ropes. Shell grown in this manner shows a growth increase of three times that found under natural conditions.

The New Zealand Oceanographic Institute sent a team of three scientists to Manihiki, who worked with the Fisheries Division. The Hydrographic Survey of the lagoon started by Hynd and the Government's Fisheries Officer in 1959 was completed. Hydrological, ecological, and biological surveys were all completed and will materially assist the future development of the pearl-shell industry.

New gear was used successfully to extend the previously limited supply of bait fish. Several new species of fish have been caught which have no local names.

It seems likely that the commercial methods of flaglining for deep-swimming pelagic fish, which are so successfully practised by the Japanese fishermen in the waters in and around the Cook Islands, will eventually be adopted locally as present difficulties are overcome.

Many local fishermen are showing an interest in the use of nylon nets and the technique of mending and hanging nylon nets has been taught by the Fisheries Division to all those who have been interested to learn.

It is hoped that interest in boat building within the group can be met by some instruction in this essential trade in each island later.

As interest in small-boat building and fishing has increased, the Fisheries Division have attempted to develop a method of commercial fishing which will be the first step between subsistence fishing with canoes and the use of mechanical gear in small boats. A small power-driven winch was constructed and a number of wire lines have been made up, which enables a small boat to fish up to 100 hooks in water down to 3,000 ft deep. The wire lines are cheaper than the cotton ones in use at present and this gear will be within reach of many of the present small-boat owners who have already shown interest in this new development. Further work is needed to find better types of hooks for these conditions and to find better fishing areas. The deep water around the island runs off from the reef into over 3,000 ft in less than a mile in many places.

Some limited work on a sponge-growing project was started and natural sponges found growing in Manihiki lagoon have been sent overseas for classification. Sponge cuttings planted out in the lagoon showed a satisfactory regrowth and it is hoped to follow up this work later.

E. Mining

There are no known mineral deposits of commercial value in the Territory and no mining is undertaken.

F. Power

The power capacity of the Rarotonga Electric Power Scheme remains at 450 kW. During the year 36 new connections were made within the reticulated area. Direct operating costs for the year, based on fuel-oil consumption and wages (but not replacement costs), again fell slightly from 2.83 in 1959 to 2.67 per unit this year. The units generated rose from 809,896 to 871,802.

In order to provide power for the new cool store and packing-shed machinery, the following additional generating machinery was obtained during 1960:

One Blackstone E.V.3:91 kW.

Two Blackstone E.V.6:184 kW each.

Although several of the outer islands have small lighting units, no public supply exists outside Rarotonga.

G. Industry

There is no administrative organisation which is primarily responsible for the promotion of industrial development and handicrafts. Two clothing factories, locally owned and managed, are engaged entirely on production for the New Zealand market on a cut, make, and trim basis.

There is also established a factory owned by a New Zealand manufacturing jeweller that produces paua-shell jewellery and wooden artifacts for marketing in New Zealand.

One firm specialises in the manufacture and marketing of jewellery made from local materials, mainly shells.

The Administration's joinery and furniture factory is fully engaged in manufacturing a wide range of school, office, and house furniture in standard designs.

The manufacture of handicrafts by women and girls is carried out on a domestic basis only. Principal items are hats, belts, baskets, and mats, made either from pandanus or from the coconut-palm leaf. The export trade in these items is negligible and production is mainly for personal use and for gifts to friends and relatives.

H. Transport and Communications

(a) Air

1. Transport

Tasman Empire Airways Ltd. ceased calling at Aitutaki in the Cook Islands in 1960 and there is now no airline calling at the Cook Islands.

(b) Land

A taxi service recently commenced operating in Rarotonga but is at present restricted to one vehicle. In addition private truck owners maintain a more or less regular service between the outer villages and Avarua one or two days a week. There is a school bus service operating in Rarotonga.

(c) *Sea*

The New Zealand Government vessel m.v. *Mauī Pomare* maintained a regular service to the Cook Islands during 1960, calling at Rarotonga eight times. During the latter part of the year this vessel, which has served the islands for over 30 years, was withdrawn from service and replaced by the New Zealand Government's new 2,750-ton, 13½-knot motor ship *Moana Roa*, which made three calls to Rarotonga in 1960.

The Matson Line of America commenced making regular calls at Rarotonga towards the middle of 1960 and vessels of this line made six calls at Rarotonga. In addition the Union Steamship Co.'s transpacific vessels made five calls, and two calls were made by vessels of both the Crusader Line and the Reefer Shipping Co.

The cruise ships *Bergensfjord* and *Oranje* each called during 1960 as did HMNZS *Endeavour*, the London Missionary Society vessel *John Williams VI*, and the Latter Day Saints Mission vessel *Paraeta*.

Within the Group shipping services were provided by commercially and privately owned vessels, namely, *Tiare Taporo* of 137 tons capacity, *Taveuni* of 80 tons, *Tiare Maori* of 120 tons (for a few months of the year), and the *Dobiri* of 66 tons.

Fourteen private yachts visited Rarotonga during the year. No railways or inland water services operate within the Territory.

2. *Communications*(a) *Postal and Radio*

A parent radio station at Rarotonga maintains communication with Wellington and principal Pacific centres as well as with 12 substations in the outer islands. Two-way communication is maintained with all the aircraft within the area, and a continuous watch is kept on the ships' calling and distress frequency. Ship-to-shore radiotelephone equipment is installed at Rarotonga and is used extensively.

A daily half-hour telegraphic broadcast of news to outer islands is broadcast on six days each week.

The weekly radio broadcast from ZK1ZA Radio Rarotonga was increased during the year from one hour's duration to two hours, 6 p.m. to 8 p.m. local time on 5050 kc. Up until December 1960 the broadcast was transmitted by the Radio Department, but at that date the Social Development Department, which is responsible for the broadcast, commenced transmitting from its own offices using transmitters manufactured by that Department.

During the year all group stations functioned satisfactorily. Routine maintenance of all equipment has been carried out. The monthly radiotelephone tests with Wellington were continued and the results have been satisfactory.

Both postal articles and radio traffic increased during the year.

(b) *Telephone Facilities*

A telephone system giving continuous service operates in Rarotonga. The number of connections, inclusive of Government connections, totals 260. Included in the above figure are three coin-in-the-slot telephones. Aitutaki is the only other island which has a small telephone service.

I. Public Finance

Revenue is derived mainly from import duties and income tax, also to a lesser extent from export duties on pearl shell, copra, and from sales of postage stamps. (An appreciable amount of revenue is received from departmental services but is largely offset by the cost of rendering such services.) The amounts derived from these sources are as follows:

		1958-59	1959-60	1960-61
		£	£	£
Import duties	.. ..	78,265	75,740	67,996
Income tax	.. ..	20,497	19,247	18,152
Export duties—				
Pearl shell	.. ..	1,463	2,027	904
Copra	.. ..	2,681	4,894	3,282
Stamp sales	.. ..	4,905	5,607	9,341

During the year under review details of revenue and expenditure under the Cook Islands Assembly Account and the Cook Islands Supplementary Account were as follows:

		Cook Islands Assembly Account	Cook Islands Supplementary Account
		£	£
Revenue	.. ..	509,941	Nil
Expenditure	.. ..	541,057	576,947

The following table sets out details of revenue and expenditure and subsidies or grants from the New Zealand Government over the last 10 years:

Year	Subsidies and Grants From New Zealand	Revenue Obtained in the Territory	Expendi- ture for the Territory	Amount Spent on		
				Education	Health	Public Works
	£	£	£	£	£	£
1951-52	180,971	156,913	396,081	53,605	58,518	88,146
1952-53	276,382	225,736	453,557	64,059	67,691	77,079
1953-54	354,992	257,217	548,674	81,731	78,239	94,051
1954-55	339,727	248,582	488,004	77,030	83,937	53,255
1955-56	294,243	285,021	568,313	95,535	88,219	60,889
1956-57	275,000	305,940	622,745	128,471	95,751	54,622
1957-58	390,962	444,391	787,909	134,648	114,989	78,261
1958-59	365,425	432,261	836,232	136,385	132,876	80,355
1959-60	455,530	425,868	855,617	152,836	135,234	74,547
1960-61	575,435	509,941	1,118,004	199,212	139,264	133,073

The New Zealand Government has continued to make subsidies and grants available on a generous scale for capital development in health, education, and other social services, and for meeting the budgetary deficits of the Group.

As from 1 April 1959 the Island Council of Rarotonga was reconstituted as a body corporate with power to make bylaws, raise loans, collect revenues, and expend moneys. The control of harbours, roads, and drainage is vested in the council, which is responsible for the maintenance and improvement of these and other public amenities. Its revenues are

derived from motor-vehicle registration, etc., fees, a road tax on petrol and certain individuals, trading licences, and a harbour-improvement rate. The council is being subsidised from the Cook Islands Assembly Account until such time as it is able to raise sufficient revenue to finance its various activities. With this in view, the council has passed bylaws imposing a bicycle tax, an entertainment tax, and extending the road tax, and has further proposals for raising revenue under consideration.

The powers of all island councils were extended and placed on the same basis as the Rarotonga Island Council as from 1 April 1961.

Apart from the taxes raised by the island council, the only direct taxation of the Maori community is an income tax levied in accordance with the Income Tax Ordinance 1956.

J. Banking and Credit

The Money Order and Savings Bank Branch of the Post Office provides the only banking facilities in the Territory.

As at 31 March 1961 there were 8,726 Maori depositors with £171,776 held to their credit. Total Post Office Savings Bank deposits for 1960-61 amounted to £217,822 and withdrawals £228,582.

K. International Trade

1. Trade

In 1960 the total cargo tonnage handled was 21,037 tons, being 13,035 tons inward and 8,002 tons outward.

Exports amounted to £464,315, compared with £499,335 the previous year, a decrease of £35,020.

Imports increased from £717,761 in 1959 to £897,200 in the 1960 trade year.

Full details of trade figures are supplied in Appendix III.

2. Customs and Tariff

The New Zealand Customs Tariff applies to the Cook Islands, but additional duties are levied on sugar and cotton piece goods from all countries, including New Zealand. Twist tobacco is subject to a lower rate of duty.

L. Public Works

1. Construction and Maintenance

The Government maintains a considerable public works programme. The more important works undertaken on the various islands are set out below:

Rarotonga

(a) *Buildings*—The central packing shed and cool store is complete in itself but is not in full use as the project yet requires completion of ancillary works. These are: (i) the water supply, which awaits siting of the treatment station; (ii) case and storage shed in the unloading area; and (iii) completion of the powerhouse installation.

A coralite house has been completed and staff quarters are in the course of construction. Three concrete houses have been completed.

Staff quarters have been added to one of the older residences at the radio transmitting station.

Increased maintenance work was undertaken on all buildings.

The temporary dental surgery has been completed.

Inspection pits have been dug at the new hospital site and test loading carried out.

The arts and science block at Tereora College is almost complete.

Work on the library block has started and the final block, including classrooms and the domestic science section, is expected to follow on.

The Aorangi School Block of four classrooms and toilets has met with unexpected foundation difficulties and progress has been slow.

A temporary room has been built at the Nikao Teachers' Training College.

An estimate has been submitted for the extension of the present airstrip to 7,500 ft, including two 500 ft overruns. This provides only for earth-works and finishing to the standard of the present strip.

(b) *Roading*—During the year under review work commenced in Rarotonga on eliminating some of the bad bends on the main road. Two new bridges were built, while the decking on two other bridges was replaced. In addition three large-diameter culverts were installed along with the formation of approaches to these culverts and bridges.

Grading and usual maintenance of roads was also carried out.

(c) *Harbours*—Dredging of the Avarua Harbour was carried out during the year but silting is still a problem. Investigations to complete the harbour improvement are expected to commence in 1961. A new scheme is under consideration to develop both Avarua and Avatiu Harbours.

Outer Islands

No building construction was done on any of the following islands: Mauke, Palmerston, Manuae, Mitiaro, Manihiki, Rakahanga, Nassau, and Suvarrow, during the period under review.

Mangaia—A public health office has been built adjacent to the hospital. A staff block has been built for the Organising Teacher. Essential heavy repairs, maintenance, and painting have been done.

Atiu—A further three water catchments have been built. The new school is complete and occupied and all outstanding maintenance has been attended to.

Aitutaki—A coralite house and staff quarters have been built for the Agriculture Extension Officer. A diesel-electric generator has been installed at this residence and is shared with the residence occupied by the Women's Interest Officer. A new cargo shed has been built at the launch basin and a case shed has been constructed in the same area.

A mechanical team has recently returned after completely overhauling all vehicles.

Pukapuka—A tank-building team visited Pukapuka in the middle of the year and built one catchment with two 10,000-gallon tanks and attended to all possible maintenance.

Penrhyn—A works team has been in Penrhyn for about seven months building a new office and courtroom and new schools and rebuilding and repairing all substandard Administration buildings. It is planned to continue this work during 1961-62 and include a new doctor's house, hospital, and other buildings.

Lack of shipping prevents a satisfactory flow of materials to Penrhyn and progress is therefore spasmodic.

The type of construction has changed from lime to concrete. This is a move to preserve the trees and reduce erosion and was necessary in Penrhyn where an estimated 4,000 coconut trees were required for the 1960-61 building programme alone.

2. Water Supply

Variable rainfall and the lack of springs and wells make water supply a difficult problem, which is being met successfully by the progressive erection of 10,000-gallon tanks throughout the group.

Inspection of water tanks in the Northern Group has disclosed some tanks which are beyond repair and others which are in need of heavy maintenance.

Three tanks have been erected at Mangaia, two coupled to the present hospital network and one for use at the new landing.

Twelve tanks (six catchments) are at present being erected in Aitutaki.

In Rarotonga regular flow measurements and bacterial and chemical samples have been taken from all probable water sources preparatory to the introduction of the proposed new water supply scheme for Rarotonga.

3. Reef Blasting

Reef-passage improvements were continued during the year. The work at Rakahanga and Manihiki was completed in its first stage and left because of heavy seas preventing further work. This was expected as it is a natural seasonal occurrence. A marked improvement in the channels is reported and it is planned to complete the work in the 1961-62 season.

Atiu has had major work done on two passages, Taunganui and Konokonako, and obstructions removed from a third. Taunganui has had full deflector walls erected, the passage enlarged, and the approach improved. Konokonako has had a cutting made to the reef and the mouth of the gap improved.

PART III: SOCIAL CONDITIONS

A. General

The traditional subsistence economy of the Polynesian assures economic security for land holders. A social problem arises, however, with those Maoris who migrate from the outer islands to Rarotonga, thereby becoming divorced from the use of their family lands. It is hoped that the small secondary industries of the islands will develop sufficiently to absorb fully this group, who at present gain a livelihood from regular or casual employment and the use of land which they may cultivate by arrangement with the owners. Others earn a living as fishermen.

B. Human Rights

The Cook Islands are part of New Zealand, and legal provisions relating to human rights which apply in New Zealand generally also apply to the Group. All inhabitants of the Group accordingly enjoy the human rights and fundamental freedoms set out in the Charter without discrimination, except in cases where discrimination is made in the interests of the Cook Islands Maoris by protective legislation, such as the

statutory provisions concerning native land, which is inalienable except to the Crown for public purposes.

The principles of the Universal Declaration of Human Rights are observed in the Cook Islands, although the traditional social system of the Maori people includes some customs which at first sight appear to conflict with specific articles of the Declaration. For example, the Maori communal system does not encourage individual ownership as provided for in Article 17. Legislation has been provided to permit of individual ownership, subject to Land Court determination, but the Maori people prefer their own system in most instances and change will be slow. Similarly, Articles 1 and 2 are opposed to the Maori social custom which recognises the ranks of ariki, mataiapo, and rangatira. The introduction of British law and subsequent provision for duly constituted island councils and the Legislative Assembly have considerably reduced their powers. Nevertheless, they are still held in high regard, and exercise considerable influence in some matters. With the loss of power in any suppressive sense, so also has there been some reduction of their influence for good in the conduct of the affairs of the people. The effect of this has been largely to throw on the Government a responsibility for many things which were formerly adequately and fairly dealt with by the chiefs.

The principles of the Declaration, however, are taught and encouraged, and implemented in every practical way by the Government.

No restriction is placed on the growing of certain crops, the right of free speech, petition, and association. Those children, usually of overseas personnel, who have of necessity to have a curriculum as for New Zealand, attend a school for that purpose. The movements of the indigenous population outside the Cook Group are governed by the Cook Islands Departure Regulations 1939, whereby residents of the Group over the age of 12 years must obtain a permit before departure.

Following representations from New Zealand that some Cook Islanders were arriving there without money, jobs, or accommodation, the Resident Commissioner, on the advice of the Executive Committee, decided that exit permits would be granted to prospective migrants if they had reasonable English, accommodation in New Zealand, sufficient money for their immediate needs on arrival, a job (or sufficient means of support), and provided for dependants remaining in the Cook Islands.

All Maoris desiring to leave the Cook Islands must also pass an X-ray test and be free from any communicable disease.

C. Status of Women

No discrimination is made between the rights of men and women under statute law. The same position obtains under Maori custom, and important titles are currently held by women.

Land tenure is based on intestate succession, and men and women succeed equally.

No discrimination is made as regards voting, women having the same capacity as men of being members and electors of an island council and the Legislative Assembly. There is also one woman on the Executive Committee.

A woman in the Cook Islands may not marry under the age of 19 years without the consent of one of her parents. Marriage is not permitted under the age of 15 years.

D. Labour and Employment Conditions

1. *General*

As is to be expected in a widely scattered group of small islands, labour and employment conditions vary considerably from island to island and depend upon natural resources, domestic food requirements, and the availability of shipping and export markets. The atoll dwellers of the Northern Group practise a typical Polynesian subsistence economy with copra providing a limited cash income. Mother of pearl shell for export is also obtained from the Penrhyn and Manihiki Lagoons, but because of conservation measures output is restricted.

In the Southern Group the larger land areas, fertile, volcanic soil, and adequate and reliable rainfall have made a more diverse agriculture possible, while at the same time the availability of overseas shipping has led to an export trade in citrus fruit, tomatoes, and pineapples as well as copra. Thus besides being engaged in subsistence agriculture the majority of land-owning families in the Southern Group are also engaged in production for export, which in turn, of course, provides employment in the ancilliary fields of handling and shipping.

Favourable conditions have enabled some small secondary industries to be established in Rarotonga, providing employment mainly for people from outer islands.

2. *Administrative Organisation*

One workers' union covering all classes of workers is registered under the Cook Islands Industrial Unions Regulations 1947. There is no employers' union. Industrial disputes are settled by an Industrial Relations Officer either acting on his own or as chairman of a Conciliation Committee. Appeals against the Industrial Relations Officer's decisions are made to an Industrial Magistrate, whose decision is final.

Industrial agreements were negotiated between the union and the major employers in 1950 and these have been renegotiated and brought up to date from time to time since then.

Union membership is not compulsory but some of the industrial agreements include union preference clauses. The union is affiliated to the New Zealand Federation of Labour.

Although there has been almost complete industrial harmony for the last 10 years, it has been felt for some time that a full review of labour conditions would be desirable and worth while. In 1960 a Special Committee was set up to study labour conditions in the Cook Islands. The committee recommended to the Resident Commissioner that local legislation be passed to cover workers' compensation, minimum wages, hours of work, holidays, safety and health, and the employment of women and children. Legislation is being drafted and, if completed, will be placed before the Legislative Assembly in 1961.

There is as yet no formal system of apprenticeships, but vocational training is provided by the Government in various Departments. The Government and some of the major employers also take on youths and girls for training in specific jobs or trades.

Youths on trade training scholarships in New Zealand have made agreements to serve in the Cook Islands on completion of their training.

In accordance with the provisions of Article 35 of the Constitution of the International Labour Organisation, the Rights of Association

(Agriculture) Convention 1921, as amended by the Final Articles Revision Convention 1946, was applied to the Cook Islands on 26 October 1951.

The Legislative Assembly passed an Ordinance in 1960 to give effect to the International Convention concerning the Abolition of Forced Labour adopted by the International Labour Conference at Geneva on 25 June 1957.

3. Employment Conditions

A summary of the principal categories of employment and occupations based on the 1956 census indicates that, of a total of 4,851 males over 15 years of age, 3,680 were engaged in primary production. The main groups are planters, 2,803; labourers, 405; pearl-shell divers, 158; fishermen, 128; agricultural inspectors, 28. In addition the following were occupied in secondary and tertiary industries: trades, 125; transport and communications, 185; commerce, 172; domestic and personal service, 20. There were 460 in the public administration and professional classes. This category included 146 teachers and assistants, 70 clerks, and 14 mosquito-control officers.

The 4,245 women over 15 years of age mainly carried out ordinary domestic duties. A total of 3,755 were housewives or were not employed for remuneration, 135 were domestic servants, 178 were teachers or nurses, and 98 were either clothing factory workers or belonged to other occupations. Details of wage rates are given in Appendix V. At 31 March 1961, 310 women were employed by clothing factories.

4. Unemployment, Seasonal and Migrant Labour

Although an increasing proportion of the population is employed for wages, the system of land ownership ensures that few Cook Islanders are solely dependent on a cash income for food and shelter.

The harvesting, grading, and packing of fruit and tomatoes for export provides considerable seasonal employment.

A number of Cook Islands Maoris go to New Zealand to take up employment or for advanced training in various fields.

E. Cooperative Societies

Good progress has been made during the year. The Northern Group had its initiation in the modern form of cooperation with two school savings societies starting up on one shell-exporting island. The second stage of cooperative development now commencing is mainly the consolidation of existing cooperatives the further development of agricultural production and processing projects, the establishment of village and island housing cooperatives, and, where the prospects are good and the need great, of other selected projects.

At 31 March 1961 there were 59 cooperative organisations in operation, the 14 new ones being one radio-manufacturing society, two building, one teacher-trainees' thrift and loan, five store, one marketing, and four school savings societies.

At the end of September 1960 (the end of the cooperative statutory year) there were 5,728 individual members of cooperative societies, of which 2,496 were adult members of registered societies, and 3,232 children members of school savings societies.

The assets of primary societies exceeded £41,300, as against £31,644, the figure for the previous year.

Savings amounted to £32,851, a meritorious achievement considering the economic background which prevailed during the year under review. The statistical figures given are affected on the one hand by the inclusion of savings of societies other than the purely thrift societies, while on the other they are equally affected by the withdrawals under the five-year plan by members of thrift societies of their matured savings.

A total of £12,950 in 402 individual loans has been issued by 27 cooperative societies to their members. Out of that total, over £6,700 was issued for building new houses and repairing old, the cooperatives' total effort at the end of the year being 27 new houses and 28 existing houses repaired, with another 33 householders receiving assistance for buying furniture, or towards their other needs connected with housing. Other purposes of loans were to help agricultural production such as the hiring of agricultural equipment and the buying of agricultural requisites; while others were for the purchase of bicycles, sewing machines, household furniture such as beds, timber for furniture, etc.

During the year, despite the drop in the price of copra, some £10,300 worth of produce has been marketed by cooperative societies; this was the value of 81 tons of copra, 15,080 cases of tomatoes, 3,084 lb of coffee, and smaller quantities of peanuts, pineapples, kapok, mangoes etc.

During the year some £21,400 worth of goods were issued to members against cash, an increase on the previous year's turnover. It has been found advantageous to separate the consumer activities of the thrift and credit societies in order to allow the accounts to be seen more clearly, also for the better development of the two objectives. Five new store societies have been registered as a result, four of village scope, and one with activities extending over a whole island.

The Cook Islands Cooperative Bank Ltd. has now become the centre of cooperative finance in the Cook Islands and has already assisted member cooperative societies in many of their activities. As a result of a resolution taken at the Annual Rally held in Mangaia, the name of the society was changed to better denote the services that will be expected of it. This society started helping the newly registered building societies with housing loans; it helped further agricultural development schemes, such as considerable coconut replanting on Aitutaki, the building of an improved-type smoke-free copra drier on Mangaia, the planting of coffee, peanuts, pineapples, and vanilla; it ordered a coconut-fibre processing plant, three coffee pulpers, six Avery platform scales for the use of marketing societies, etc. One of the objectives of the Cooperative Bank is to be effective enough to make the task of Government, in its aim to develop the Cook Islands, easier.

F. Standard of Living

No accurate information on the national income of the Group is available, and the list of retail prices of principal items of consumption which is set out in Appendix IV cannot really be interpreted as having a bearing on the standard of living of a large number of Maori people. The prices quoted will, however, allow a comparison of prices to be made with other territorial and metropolitan communities.

G. Housing Conditions

In an endeavour to improve housing conditions in the Cook Islands the New Zealand Government, in 1957, approved and financed three schemes. These were:

- (a) The direct subsidy scheme
- (b) The loans scheme
- (c) Loans to cooperative societies

These three schemes are administered by the Social Development Department in Rarotonga, which offers building plans and technical assistance, as well as arranging financial aid for prospective builders. Housing officers are located in Mangaia, Mauke, Aitutaki, and Atiu.

(a) *The Direct Subsidy Scheme*

This was a temporary scheme introduced to give immediate assistance to house builders. Under the scheme any Cook Islander with a family, prepared to build a house to certain minimum standards, was eligible for a grant of up to £50 worth of first-quality roofing material.

When the scheme came to an end in 1960, assistance had been granted as follows:

	Houses			
Rarotonga	..	..	..	51
Mauke ..	..	..	..	12
Aitutaki ..	..	..	..	23
Atiu ..	..	..	..	6
Mitiaro ..	..	..	..	15
Mangaia ..	..	..	..	20
Penrhyn ..	..	..	..	9
Rakahanga	..	..	..	1
Manihiki ..	..	..	..	4
Pukapuka	..	..	..	2
Palmerston	..	..	..	2
				145

(b) *The Loans Scheme*

Under this scheme the sum of £150,000 was offered by the New Zealand Government, to be taken up at not more than £20,000 a year. A revolving fund was created and loans were limited to £2,000 at five per cent, or 3 per cent if the borrower's income was less than £500 a year, repayment to be completed within 15 years.

Because of the difficulty borrowers experienced in obtaining security of tenure and the Government experienced in obtaining adequate security itself (native freehold land is not mortgageable) very few people were able to take advantage of the scheme.

In 1960 the New Zealand Government enacted legislation establishing a Housing Improvement Fund and a Housing Improvement Board to administer the fund. This legislation removed many of the obstacles that existed under the previous loans scheme and it is anticipated that a far greater number of people will now be able to build new homes and renovate old ones.

(c) *Loans to a Cooperative Society*

This scheme involved the loan of up to £2,500 a year for three years to the Cook Islands Cooperative Thrift and Loan Society, the membership of which is comprised of salaried employees of the Public Service. The society then lent the money to its members for housing purposes only. However, the society grew in strength beyond expectations and in the third year was able to stand on its own feet and did not require further financial assistance.

General

These schemes have had a beneficial effect on house building in most islands of the territory but there is still room for improvement.

The 1960 Amendment Act also provides for loans up to £200 to be made without security and it is intended that these should be readily available to assist the poorer people. In the future these loans will be interest free, while loans beyond this amount will be charged at 3 per cent. Loans will be available to cooperatives at 2 per cent, provided they are not charged at more than 4 per cent on reissue. An insurance scheme at £4 for each £100 issued will provide for liquidation of debts on death.

The housing assistance offered and the work being done by the Social Development Department and cooperatives has also resulted in many people undertaking building of new homes in permanent materials at their own expense.

H. Welfare and Relief

Welfare organisations active throughout the territory include the Child Welfare Association, a voluntary body which assists the District Nursing Service, the Crippled Children Society, which raises finance to send crippled children to New Zealand for treatment, and the Hospital Comforts Committee. This committee is a voluntary body which provides reading material and Christmas presents to hospital and sanatorium inmates, as well as funds for the equipment and development of the occupational therapy unit at the sanatorium. Public subscriptions help to provide comforts for Cook Islands leprosy cases at Makogai, Fiji.

Disabled ex-servicemen receive pensions from the New Zealand Government where the disability is directly attributable to war service. In addition a war veteran's allowance is payable to those ex-servicemen who, although ineligible for a pension, through failing health, cannot afford the comforts normally expected in old age.

Apart from these special cases the need for "relief", in the European sense of the word, is almost non-existent, as Maori custom and the traditional structure of Maori society provide that the very old and the very young are cared for by members of their family group.

I. Crime Prevention

There were 2,850 trials on various offences during the year, compared with 3,003 in 1959, and 3,271 in 1958. Of the 887 trials which took place in Rarotonga, three-quarters were for liquor offences, while serious offences against persons or property numbered 146.

J. Public Health

1. Organisation

All Cook Islanders receive free medical and surgical treatment. In addition, school children and hospital inpatients receive free dental treatment. The Health Department, headed by a Chief Medical Officer, is centred on Rarotonga, where the main hospital and the sanatorium are located. Outer islands health services are in the hands of resident assistant medical officers, dressers, and nurses, who are visited periodically by the Chief Medical Officer and other members of the senior medical and nursing staff. The Dental Service takes care of both adults and school children. The Health Department includes a rapidly developing and efficient Public Health Section, now headed by a seconded Medical Officer of Health.

2. Staff

The total staff numbers 146 and includes a matron and four sisters (imported officers), 16 assistant medical officers, four public health inspectors, 33 nurses, 23 nurse trainees, and 12 dressers.

The Rarotonga Dental Clinic is at present staffed by a New Zealand dental officer, two New Zealand school dental nurses, a New Zealand qualified Maori school dental nurse, two assistant dental officers, a dental mechanic, one dental assistant, three chairside assistants and a clerk. There are four trainees at the Suva Medical School, and one assistant dental officer attending Brisbane University for a degree course in dentistry on a scholarship generously provided by the Australian Government. There are dental assistants on Aitutaki, Atiu, and Mangaia. There is also a New Zealand school dental nurse on Mangaia, but this is not a permanent appointment.

3. Health Services

(a) Medical

The Cook Islands, although within the tropical belt, are singularly free from many truly tropical diseases, filariasis, intestinal helminthiasis, leprosy, and a certain amount of tropical eosinophilia (much of it sub-clinical) being the only significant ones present. Yaws, which was prevalent until a few years ago, has now virtually been eliminated, as was shown by a World Health Organisation directed resurvey carried out during the year. Other diseases are those found in temperate climates.

On Rarotonga there is a general hospital with a maximum capacity of 57 beds, including a six-bed maternity unit, two two-bed paying wards, dispensary, laboratory, and X-ray facilities. The sanatorium, with 64 beds, now normally has empty beds available at any time. There are small hospitals on Aitutaki, Mangaia, Atiu, and Penrhyn, while the other inhabited islands are served by dispensaries, which may have one bed for the occasional serious case. All the larger islands have resident assistant medical officers (two in Aitutaki), while the small islands of Mitiaro, Palmerston, Rakahanga, and Nassau have resident dressers or male nurses who also carry out public health duties. Continued use is made of the radio service to transmit medical advice when requested by outer islands or passing ships.

(b) *Dental*

No progress is evident this year in the number of children treated. Due to shortage of materials and pressure of other building schemes, the new dental clinic was not completed until early October, which prevented full use being made of the dental clinic until then.

Pre-school and ante-natal clinics were visited about every three months in Rarotonga, but, due to staff shortages, only casualty work was carried out. Pre-school children were examined and treated in Aitutaki during September.

The Southern Group population is receiving continuous dental services, except in Mauke, where, however, an officer was posted for three months recently. The more isolated Northern Group population receives less frequent attention, but three officers are to go there for three months during 1961. A clinic in Penrhyn is expected to open in late 1961.

Material for dental health education was received from most health education centres in the world. A radio health talk is given regularly every three weeks and talks are given at child welfare clinics, but these cannot be given regularly enough to get optimum value.

Compulsory toothbrushing in Avarua School is operating and these children are kept on separate charts to evaluate the improvement. Weekly checks are made to assess progress. The fluoride content of water in Rarotonga is 0.1 part per million. Three classes in Avarua School are receiving fluoride tablets daily and separate records are kept to evaluate results. Toothpaste is made at the hospital dispensary and issued to school children at Avarua School. The supply will be extended to other schools if this practice is proved to be successful.

There is room for extension of dental services, particularly in the Northern Group, while the Southern Group requires a more complete coverage. Staff and equipment are required for this extension, but staff will not be available until more graduates arrive from Suva (one in 1963 and three in 1965).

4. Qualifications and Training

There are no private medical or dental practitioners in practice in the territory. Medical and dental officers in the Government Service hold New Zealand or equivalent qualifications and are normally recruited through New Zealand or the South Pacific Health Service.

Assistant medical officers, who are all Cook Islanders, are trained in the Central Medical School, Suva, and from time to time return there for post-graduate study. One assistant medical officer went to Suva for such study during the year. One Cook Islands student is an undergraduate at the Otago Medical School, Dunedin, and another provisionally qualified at the end of 1960.

Cook Islands nurse trainees are given a three-year course of nursing and maternity training at Rarotonga, followed in most cases by periods of post-qualifying study in particular subjects, and all locally trained staff nurses posted to outer islands receive, in addition, child welfare and health education training. Dressers and mosquito inspectors are given local training followed, in the latter instance in selected cases, by public health training in Suva. Key laboratory, X-ray, and dispensary personnel receive special training in Suva or New Zealand.

5. Demographic Situation

Vital statistics for the year ended 31 December 1960 are as follows:

			Males	Females	Total
Live births—					
European	..	..	16	12	28
Maori	..	..	447	428	875
			463	440	903
Deaths—					
European	..	..	..	..	..
Maori	..	..	90	62	152
			90	62	152

Total live births (903) per 1,000 of population, 48·91.

Total deaths (152) per 1,000 population, 8·23.

There were 127 marriages.

The number of deaths under one year was 31, being 20·38 per cent of the total of deaths.

6. Nutrition and Dietary Conditions

In the past the islanders in the Northern Group existed on a simple, though adequate, diet, consisting mainly of fish and coconuts. In recent years, however, the increased monetary return from the pearl-shell and copra industries has led the people away from their subsistence diet to one composed largely of store products. This, combined with other changes in feeding and community habits, has had a detrimental effect on general and, more particularly, dental health, which is only now beginning to show signs of improvement, as instanced by a general fall in infant-mortality rates. The island which has given most cause for concern in this last respect—Manihiki—showed considerable improvement during the year.

In the Southern Group the diet consists predominantly of carbohydrates, the main articles of food being taro, kumara, bananas, flour, rice, and tinned meat, though on Rarotonga of recent years there has been a marked increase in the use of fresh or frozen meat, the latter bought at the Government freezer, and some use is now being made of green vegetables. Many supplement these staples with protein-rich sea foods such as shellfish, sea snails, and edible seaweeds, which may be eaten raw on the reefs or taken home to be consumed. Fish is commonly eaten, though for the most part only sufficient is caught for immediate family requirements.

During the year a cardio-vascular research project was carried out by a team from New Zealand headed by Dr John Hunter, of Dunedin, which included a full dietary investigation of a number of families on Rarotonga, Atiu, and Mitiaro. The results of this investigation are not yet available.

7. Mortality

Cardio-vascular diseases are now the commonest cause of death in the territory. Tuberculosis deaths have continued to fall and are now no longer an important factor in mortality.

8. Public Health

(a) *Waste-disposal Systems*

In Rarotonga there is a weekly garbage collection, the work being in the hands of a contractor. The growth of population and of the Avarua town area has necessitated a change in the nature of the collection, which was originally intended as a method of disposing of tins, bottles, coconut shells, and other potential mosquito-breeding places, but which now operates as a typical town-garbage-collection system.

On Aitutaki, Atiu, Mangaia, and Mauke there is regular garbage collection. On other islands refuse is disposed of privately by burial or burning.

(b) *Water Supply*

The water supply of Rarotonga consists of five catchments serving separate reticulated areas. In parts of the island there is no piped supply, and water is drawn from shallow wells. Plans for improvement have been prepared, but finance is not yet available.

Storage tanks and some shallow wells provide the supply on all outer islands, except in Aitutaki, where three villages are served by a piped supply. There are springs of potable water on Mangaia, which could be brought into use as sources for a piped supply.

Lack of supervision of some island tanks has caused wastage and lack of clean water during times of low rainfall. Covering of large tanks has reduced the mosquito-breeding risk, but small private tanks are still a potent menace in this respect.

(c) *Inspection of Foodstuffs*

All premises and individuals handling food are regularly inspected. There is a need for the education of food handlers in the principles of food hygiene. Existing legislation defines the necessary hygienic standards and no firms or individuals may engage in the manufacture, distribution, or sale of foods unless the premises used are satisfactory and until each food handler has been declared free of infectious and skin diseases. Efforts are being made to raise the standard of bakeries, which have tended to lag behind the standard of most shops.

(d) *Disease-control Programmes*

1. *Tuberculosis*—The whole programme is supervised by an experienced and specially trained assistant medical officer who resides at the sanatorium, while the Public Health Section is responsible for the follow-up checks on treated cases, the tracing and checking of contacts, and the administration of BCG where necessary. The Medical Officer of Health is also supervising the resurvey, which recommenced late in 1960, using mass miniature equipment. Domiciliary treatment is the main weapon, particularly in the outer islands, while the sanatorium is used only for positive or seriously ill cases. The numbers on treatment have fallen steadily during the year and first indications of the resurvey (in Rarotonga) are that comparatively few new cases will be found.

2. *Filariasis*—Mosquito control still remains a major factor in control, but a pilot project or mass administration of diethylcarbamazine, begun last year in Atiu, promises very well and, if final assessments of this project confirm the promise shown, it is likely that mass administration will be gradually extended to other islands of the Group.

3. *Hansen's Disease (Leprosy)*—The colony on Aitutaki closed down in December 1960, all remaining occupants having become and remained bacteriologically negative. Eight new cases were diagnosed during the year, one in Penrhyn, two in Rakahanga, and five in Aitutaki. All were early cases and are responding well to treatment. The northern islands, and Atiu and Mauke in the south, were again visited by the assistant medical officer in charge of this programme. Following trials last year a new Ciba drug, DPT, has been used, in conjunction with DDS, on some cases and early progress has been much speeded up.

4. *Intestinal Helminthiasis*—This is still a very common condition, particularly in babies and young children, but seems to have decreased, at least in intensity, judging by the condition of patients admitted to hospital during the past year.

Increased efforts by district nursing and public health staffs, particularly in health education, in most islands have continued, together with routine six-monthly treatments of school and pre-school children.

5. *Yaws*—A yaws resurvey of the whole group was carried out under the direction of Dr F. Tross—WHO yaws specialist—which confirmed that the disease had been almost eliminated, very few cases being found. In the six months following the completion of the resurvey only one new case has been reported.

6. *Tropical Eosinophilia*—Preliminary investigations into this condition were begun during Dr D. D. McCarthy's visit in 1960.

(e) *Infant Mortality and Maternal Health*

This work has continued and is steadily extending its influence particularly in the outer islands. Of these, Manihiki and Aitutaki had the highest infant mortality rates of any individual islands during 1960, but these were, in fact, only two-thirds the average Rarotongan rate up to about five years ago. The actual figures for (a) Rarotonga, and (b) the whole territory, are 19.70 and 34.33 per 1,000 live births, again noticeably lower figures than those of last year, themselves record low ones.

For details of infant mortality rates for the Group over the past few years see Appendix 1, table B.

K. Community Development

The Department of Social Development aims at promoting community life in the villages, providing opportunities for the emergence of leadership, and developing a greater sense of responsibility among the peoples in the management of their own affairs. The Department operates an adult education and information section and actively encourages the establishment of village councils, women's committees, and youth clubs. The underlying policy is to encourage and help the people to help themselves.

Women's committees have been revived in many villages and have helped improve local conditions.

A Women's Interest Project is centred on the island of Aitutaki. Originally sponsored jointly by the Cook Islands Government, the United Churchwomen of America, and the South Pacific Commission,

the project is now being run by the Government of the Cook Islands. The Project Officer has one assistant and it is planned to extend the project to other islands in the group at the rate of at least one island each year. Further local appointees will be trained by the Project Officer, who is at present studying techniques at a course at the Berkeley University, California, U.S.A.

Only one community centre, that at Ngatangia, continues to function. Centres which existed in the past have become inactive due mainly to the increase in the number of youth clubs.

In most of the Islands there is a strong community spirit and the people have been active in building child welfare clinics, schools, and community halls, and in maintaining and improving their own roads, water supplies, and other amenities with only a minimum of Government assistance.

PART IV: EDUCATIONAL CONDITIONS

A. General

There are no Government pre-school classes in the Cook Islands.

Free, compulsory, and secular primary education is provided by the Government in all permanently settled islands in the territory for children between the ages of six and 16 years. Primary education is also provided by a small number of private mission schools.

All Government primary schools have Cook Islands headteachers and staff, except one in Rarotonga, which is staffed by imported New Zealand teachers and caters for English-thinking and English-speaking pupils.

Literacy is achieved in the vernacular in the first two to three school years, while English is introduced orally. Thereafter, English is the medium of instruction and Cook Islands language and culture remain subjects of the curriculum.

Cook Islands teachers receive training at the Teachers' Training college in Rarotonga. A few attend New Zealand training colleges under the scholarship scheme.

Free secondary education is provided by a New Zealand staffed Government college in Rarotonga for selected pupils from all primary schools, including Mission schools. A boarding allowance is paid for outer-islands pupils. Some limited post-primary education is given in two Mission schools in Rarotonga.

The Education Department acts for several overseas examining bodies which have local candidates.

Arrangements have been made for broadcasts to schools. Government schools' rolls, which total 4,445, have increased by 145 or 3.3 per cent this year. Twenty-five per cent of the total population are in Government schools and 27 per cent in all schools. A further 1.7 per cent attend staff-training classes.

The rapidly expanding school-age population has necessitated a large school-building programme. New schools were completed during the year at Atiu and Penrhyn. Another new school is being built at Penrhyn, while additions are being constructed at Arorangi in Rarotonga. Three new sites in Rarotonga and two in Aitutaki have been acquired for new schools.

B. Education Administration

1. Organisation

The Director of Education is responsible to the Resident Commissioner of the Cook Islands for carrying out the Government's education policy and is in control of the Education Department.

The Director's office deals with all Government policy matters: reports, records, and surveys; purchase and distribution of all schools' stores, supplies, equipment, and furniture; finance; sites and buildings; schools' maintenance; appointments and staff movements; schools' programme development; examinations; transport; and scholarships.

On Rarotonga, Mangaia, Aitutaki, Atiu, and Manihiki, there are mobile organising teachers who assist and advise the Cook Islands head-teachers and their staff in improved methods of teaching.

2. Expenditure

Educational expenditure for the year ending 31 March 1961 totalled £199,212, of which £20,135 was out of local revenue and £179,077 was by grants and subsidies from New Zealand. Capital expenditure from New Zealand grants amounted to £41,783.

C. Educational System

1. Primary Schools

There are 21 primary schools in 11 islands throughout the territory. At 31 March 1961 there were 4,227 pupils. Schools hours are 7.30 a.m. to 12.30 p.m., 5 days weekly, for a minimum of 200 days annually.

All school supplies, furniture, equipment, and maintenance are supplied free and no fees are charged.

Two imported specialist teachers and several local assistants give school and teacher-training instruction in homecrafts, agriculture, wood-work, and art and crafts.

Total primary teacher strength, March 1961, was:

In schools—

Locally trained	139
New Zealand trained	4
Untrained	103
In training college	106
New Zealand imported	15
	367

The annual 10 per cent loss of local teachers continues, principally due to migration to New Zealand. 1960-61 losses to March were 31, of whom 14 went to New Zealand.

Six schools are run by the Roman Catholic Mission, with a total roll of 442, and one by the Seventh Day Adventist Mission, in Rarotonga, with 28 pupils. These schools maintain a liaison with the Education Department and have programmes similar to those of Government schools.

The Nikao Side School, Rarotonga, has 97 pupils, of whom 31 are full European. It has a full New Zealand curriculum for English-thinking and English-speaking pupils from five years of age, and is staffed by three New Zealand teachers.

The primary curriculum is under constant review and, as staffing permits, revision is made to adapt programmes to local educational needs, with due regard for proficiency in English and for the steady emigration of Cook Islanders to New Zealand. With the effective school-leaving age at 16 years, pupils reach the equivalent of New Zealand Form II or better, although the Cook Islands schools' programme differs from that of New Zealand.

From 13 to 16 years, pupils who do not go on to Tereora College have increasing homecrafts, agriculture, and woodwork training, and this emphasis is now becoming effective throughout the southern islands and in Manihiki.

2. *Post-primary Schools*

(a) Tereora College, in Rarotonga, offers secondary education to New Zealand School Certificate standard (Form V) and accepts competitively selected pupils from all primary schools, at Form II and Form III levels. There was a significant increase in the roll, from 223 in 1960 to 290 pupils in 1961, the 1961 intake being 129 (70 in 1960). Corresponding increases in staff and buildings have been necessary.

By decision of the Executive Committee of the Government, entry to Tereora College now requires parents' certificates that the pupils will remain in the territory for a reasonable number of years after graduation. Three years is regarded as a minimum.

The output of Tereora College is almost entirely absorbed by the Public Service and, indeed, the supply of pupils falls far short of recruitment requirements.

Staff changes and increases have given the College a strong teaching team comparable with any New Zealand high school of similar size.

(b) Secondary education courses for approved non-Tereora College students are provided by the New Zealand Education Department's Correspondence School and supervised evening study classes are arranged at Tereora College by the Principal and his staff.

3. *Scholarships*

Since 1946 the New Zealand Government has provided scholarships to selected Cook Islanders for free secondary, technical, and university education or training in New Zealand. In 1958 the Avele Regional Agricultural College in Samoa began accepting Cook Islands students for three-year courses.

Examination results, to March 1961, of students under the scholarship scheme include:

New Zealand School Certificate	..	..	24
New Zealand University Entrance	..	..	16
M.B. Ch.B.	..	..	1
M.A.	..	..	1
LL.B.	..	..	1

4. *Teacher Training*

To meet increasing school rolls the teacher-trainee intake has been increased in 1961 to 65, of whom 30 are new appointees, the remainder being junior untrained assistants. The total trainee roll is 106, at all stages of the three-year training courses.

To accommodate the 1961 increase it has been necessary to suspend the one-year in-service training course for older untrained teachers, which was attended by 16 teachers in 1960. A total of 77 teachers have been trained since this scheme began in 1957. Thirty-two graduates gained the Trained Teacher's Certificate in 1961. Six more completed the training course and will qualify for their certificates on passing remaining subjects of the junior examination.

Training college staff comprises two imported teachers, including the Principal, and three local teachers, one of whom is New Zealand trained.

Several Cook Islands scholarship pupils are being trained as teachers in New Zealand. Two graduates returned in 1961 to join the Cook Islands teaching staff.

During 1960 three local teachers had six-months' observation tours of New Zealand schools and, in 1961, two more are to go on similar courses.

5. *Health in Schools*

Regular medical and dental inspections and treatments are given free to all school children as Health Department staff allows. Health officers assist in instruction at the training college. In general the school health record is good, and regular dental treatment is given to Rarotonga pupils and, to some extent, to those in Aitutaki, Atiu, and Mangaia.

The special school for leper children in Aitutaki discharged 35 pupils to the main school in December 1960 and has 71 remaining pupils receiving appropriate medical treatment daily; there are now no infectious cases of school age.

Free milk is supplied to all primary-school children, including those in private schools.

D. *Adult Education*

Since the Social Development Department assumed responsibility for adult-education services the concentration has been mainly on the young men and women between school-leaving age and the age of 25. Although the need for adult education for people beyond this age has not been overlooked the emphasis, with the small staff available, has been placed where it is most needed.

Weekly radio broadcasts present talks on health, agriculture, housing, dental care, fishing, etc., as well as Maori legends and music and a news service in both English and Maori. Further information is given in section H, Mass Communications. The Department issues booklets, pamphlets, and films of an educational nature.

E. *Youth Organisations*

1. *Girl Guides*

There are 25 Girl Guides companies throughout the territory, with a total membership of just over 850. Interest in badge work and other guide activities is keen.

2. *Boys' Brigade*

The Boys' Brigade which was founded in the territory by the London Missionary Society in 1935, is active on all islands. There are 21 companies, with a total membership of some 820 boys between the ages of 12 and 18 years.

A junior department, the Life Boys, caters for youths between the ages of eight and 11 years, and has some 570 members in 18 groups.

3. *Junior Missionary Volunteers*

This group is sponsored by the Seventh Day Adventist Mission, and the 13 groups throughout the Cook Islands have a roll number of 568. Membership is divided into eight progressive class groups catering for young people from six to early adulthood.

4. *Boy Scouts*

The Boy Scouts in the Cook Islands are part of the New Zealand Boy Scouts Association and are active on seven of the islands of the Group. There are cubs, scouts, senior scouts, and rovers, with a total membership of some 250 boys between the ages of eight and 23, and 25 non-warranted members.

5. *Sport*

The Cook Islanders are keen on all forms of sports and have adopted most of the major European games, such as tennis, basketball, rugby football, cricket, athletics, and boxing, in all of which they have shown a marked aptitude.

The Rarotonga Sports Association, which is run by a band of keen Maoris with a European secretary, has organised competitions between the villages of Rarotonga, as well as some inter-island competitions. The association acts as the parent body for all Maori sports. Clubs for rugby, cricket, tennis, etc., form sub-associations, which are affiliated to the sports association. Some of the sub-associations have successfully raised funds by subscriptions, dances, raffles, etc. A representative of the association was the official delegate to the South Pacific Commission's South Pacific Games Conference in Noumea in March 1961.

6. *Youth Centres*

A successful Rarotonga Youth Rally was organised in 1960. Young people from all villages in Rarotonga met each day for a week to discuss a large variety of topics ranging from improved land use to improved water supplies. A rally for the whole of the Cook Islands is planned for 1961, at which the emphasis will be on leadership training. The Rarotonga rally led to the formation of some new youth centres and there are now clubs, some of church origin, in Atiu, Mauke, Penrhyn, Aitutaki, and Mitiaro, as well as six in Rarotonga.

Both European and Maori instructors give voluntary assistance to various clubs. A balanced educational-recreational programme is aimed at and some clubs in Rarotonga are endeavouring to keep alive some of the old-time dances and songs. Subjects studied in various groups included motor mechanics, agriculture, sewing, furniture making, English, bookkeeping, health, dressmaking, homecraft, and Maori legends.

Over 500 copies of the monthly youth magazine, *Keeping in Touch*, are distributed to about 15 clubs, as well as individuals and schools.

During the year two clubs provided excellent entertainment teams for visiting tourist ships. The proceeds from the visits have been donated to a building fund and to the Crippled Children's Society.

F. *Cultural Institutions*

Interest has recently been created in the establishment of a museum and library, and an action committee is now meeting frequently to plan money-raising campaigns for the project. A section has been obtained

on which a library could be built. Plans are also under way to develop a travelling library for Rarotonga, one which will meet the needs of all the villages, and a complementary box-library system for outer islands.

A small public library functions in Rarotonga and is open to all on payment of a nominal annual fee. New Zealand County Library Service provides a regular exchange of books and school libraries are slowly being built up.

A Maori dictionary, compiled by the late Stephen Savage, is now being published by the Government Printer. A Maori grammar, by Tuaivi Mose, is also being printed by the South Pacific Commission Literature Bureau. Both publications should be available in 1961. A specialist from the University of London will visit Rarotonga in 1961 to prepare a grammar and dictionary.

G. Protection of Native Flora and Fauna

Under the provisions of the Cook Islands Act 1915 indigenous and imported birds are protected and the introduction of noxious animals and birds into the Cook Islands is prohibited.

Through agriculture and nature-study courses in schools, children study native and introduced flora and fauna and are given instruction in the importance of conservation of these resources.

H. Mass Communications

Local, New Zealand, and overseas news is covered in the *Cook Islands News*, which is published five days a week by the Social Development Department. A monthly publication, *Cook Islands Review*, is also issued by the Department. This magazine is in English and Maori and free distribution of 2,000 copies is made through the senior school classes.

During 1961 it is hoped to increase the present two-hour weekly broadcast by Radio Rarotonga to two hours nightly, four nights a week.

The Shortwave Division of the New Zealand Broadcasting Service transmits programmes nightly to the Pacific area and these programmes include items specifically concerning the Cook Islands.

APPENDICES

NOTE—All statistics in the following appendices for the years 1956 to 1957 are for the financial year, whereas the latest statistics are for the calendar year.

APPENDIX I: PUBLIC HEALTH

Table A: Medical and Dental Statistics, 1956 to 1960

	1956	1957	1958	1959	1960
Inpatients (all group) ..	1,031	966	1,003	1,208	1,418
Outpatient attendances (group) ..	36,787	18,603	36,574	54,680	66,261
Major operations (Rarotonga) ..	60	36	53	48	62
Minor operations (Rarotonga) ..	431	287	385	644	616
X-rays ..	11,729	5,333	4,090	5,010	5,257
Sanatorium admissions ..	41	50	63	61	63
Dental operations ..	33,891	32,482	33,010	28,686	22,607

Table B: Infant Mortality

Year Ending	Total Number of Deaths Under One Year	Total Number of Live Births	Death Rate per 1,000 Live Births
March 1948 ..	171	635	269.29
March 1949 ..	66	648	101.85
March 1950 ..	70	621	112.72
March 1951 ..	61	595	102.52
March 1952 ..	63	621	101.45
March 1953 ..	90	654	137.61
March 1954 ..	84	680	123.53
March 1955 ..	97	663	131.22
March 1956 ..	112	747	149.93
March 1957 ..	73	788	92.64
March 1958 ..	79	732	107.92
December 1958 ..	51	830	61.45
December 1959 ..	44	813	54.12
December 1960 ..	31	903	34.33

APPENDIX II: EDUCATION

Table A: School Rolls, 1957 to 1961

	1957	1958	1959	1960	1961
Government schools (primary and secondary)	3,942	3,871	4,116	4,302	4,445
Roman Catholic schools (primary and secondary)	414	415	389	420	442
Seventh Day Adventist schools (primary and secondary)	47	44	45	38	28
Totals	4,403	4,330	4,550	4,760	4,915
Secondary schools	209	230	210	190	239

Table B: Destination of Pupils Who Left Secondary School in 1960

	Boys	Girls	Total
Clerical—			
Administration	9	8	17
Private (commercial)	3	2	5
Dental, Administration	..	1	1
Domestic, home	..	3	3
Radio, Administration	1	..	1
Training College	4	17	21
Schooling in New Zealand	3	6	9
Scholarships in—			
Avele College, Samoa	1	..	1
New Zealand	7	3	10
Suva, Fiji	3	..	3
Ill health	..	1	1
Totals	31	41	72

APPENDIX III: TRADE

Table A: Imports and Exports for the Years 1956 to 1960 Showing Countries of Origin and Destination

Country of Origin	1956	1957	1958	1959	1960
<i>Imports</i>					
	£	£	£	£	£
New Zealand	557,023	564,171	641,926	495,806	605,481
Australia	19,060	25,715	38,421	47,752	32,944
United Kingdom	108,291	65,062	66,944	67,748	111,188
Canada	14,797	34,372	25,298	22,899	18,624
United States of America	15,301	48,055	31,942	15,405	34,994
Other	54,738	50,673	81,500	68,151	93,969
Totals	769,210	788,048	886,031	717,761	897,200
<i>Exports</i>					
	£	£	£	£	£
New Zealand	381,891	402,454	363,225	482,011	435,653
Australia	92	9,925	1,737	1	24,525
United States of America	47,236	59,041	17,184	8,907	308
United Kingdom	462	274	288	174	605
Italy	21,717	16,210	11,631	..	..
Other	33,719	53,021	11,193	8,242	3,224
Totals	485,117	540,925	405,258	499,335	464,315

Table B: Imports for the Years 1956 to 1960 Showing Values and Percentages of Principal Items

Commodity	1956	1957	1958	1959	1960
<i>Value</i>					
	£	£	£	£	£
Foodstuffs	227,180	230,172	274,502	226,202	236,513
Drapery and piece goods	77,190	100,819	125,870	68,663	106,984
Oils and petrol, etc.	51,139	55,414	51,328	43,962	45,602
Tobacco and cigarettes	36,313	29,277	31,287	13,839	18,755
Vehicles and parts	42,010	30,653	33,058	31,957	43,424
Fruit cases and sacks	26,622	36,821	27,982	30,383	31,483
Timber and cement	..	..	..	..	57,444
<i>Percentage of Total Imports</i>					
Foodstuffs	29.5	29.2	31.0	31.5	26.4
Drapery and piece goods	10.0	12.8	14.1	9.6	11.9
Oils and petrol, etc.	6.6	7.0	5.8	6.6	5.1
Tobacco and cigarettes	4.7	3.7	3.5	2.0	2.1
Vehicles and parts	5.5	3.9	3.7	4.5	4.9
Fruit cases and sacks	3.0	4.7	2.2	4.2	3.7
Timber and cement	..	..	..	..	6.4

Table C: Exports for the Years 1956 to 1960 Showing Quantities and Values of Principal Items

Commodity	1956		1957		1958	
	Cases	£	Cases	£	Cases	£
Citrus fruits	61,403	86,641	80,082	111,626	78,279	112,927
Bananas	1,105	1,071	1,288	1,359	751	793
Pineapples	22,801	13,526	5,455	4,688	2,060	1,886
Tomatoes	Boxes		Boxes		Boxes	
	96,599	101,660	109,398	65,874	71,866	53,676
Copra	Tons		Tons		Tons	
	1,439	87,573	933	52,238	944	48,486
Mother-of-pearl shell ..	149	101,490	222	176,248	97	49,580
Handicrafts, grassware, etc.	..	786	..	..	..	..
Manufactured goods (apparel)	..	64,396	..	84,109	..	96,089
Jewellery	..	..	..	6,393	..	10,244

Commodity	1959		1960	
	Cases	£	Cases	£
Citrus fruits	106,951	155,037	94,037	120,452
Bananas	1,055	865	2,048	2,170
Pineapples	1,472	1,511	1,300	1,400
Tomatoes	Boxes		Boxes	
	85,959	58,656	95,825	58,238
Copra	Tons		Tons	
	1,321	99,565	1,214	66,489
Mother-of-Pearl shell ..	61	18,586	57	24,244
Handicrafts, grassware, etc.	..	2,813	..	6,550
Manufactured goods (apparel)	..	80,858	..	92,796
Jewellery	..	29,449	..	13,194

NOTE—Figures given above are for the calendar year.

APPENDIX IV: COST OF LIVING

Bread	..	..	..	9d. per 18 to 20 oz loaf
Biscuits (cabin bread)	..	..	..	2s. 6d. per pound
Fish (tinned)	..	..	..	2s. 3d. to 2s. 6d. per 14 oz
Flour	..	..	..	5d. per pound
Meat (tinned)	..	..	..	3s. 8d. to 4s. 11d. per pound
Soap	..	..	..	1s. 3d. per pound
Sugar	..	..	..	9d. per pound
Tea	..	..	..	7s. to 8s. per pound
Petrol	..	..	..	5s. 9d. per gallon
Kerosene	..	..	..	4s. 10d. per gallon
White drill	..	..	..	4s. 6d. to 6s. per yard
Tobacco	..	..	..	3s. 9d. per 2 oz packet
Milk (powdered)	..	..	..	3s. 6d. per pound

APPENDIX V: LABOUR STATISTICS—MAIN TYPES OF WORKERS AND WAGES PAID UNDER INDUSTRIAL AGREEMENTS AS AT 1 JANUARY 1961

	Shop and Office Workers (Includes Shop Assistants, Storemen, and Packers)	Tradesmen (Employed in Terms of Regulation 130 of Public Service Regulations)	Factory Workers
	Per Week £ s. d.	Per Day £ s. d.	Per Day £ s. d.
Males—			
Trainees under 16 years ..	.. ..	.. ..	8 6
Junior under 18 years ..	2 0 0	.. ..	.. ..
Junior 18 to 21 years ..	2 9 0	.. ..	.. ..
Adults (shop and office) ..	3 10 0	.. ..	.. ..
	Per Day s. d.		
Labourers—			
Unskilled	12 10	12 10	12 10
Semi-skilled .. ..	.. ..	.. ..	14 0
Skilled	15 3	15 4	15 4
Foreman (in charge of four or more men) ..	15 3	14 0	.. ..
Drivers—			
Car or truck	14 0	14 0	.. ..
Tractors, agriculture ..	.. ..	15 4	.. ..
Tractors, other .. ..	.. ..	14 0	.. ..
Bulldozer D. 4 .. ..	.. ..	16 8	.. ..
Grader .. ..	.. ..	16 8	.. ..
Loader Frankton .. ..	.. ..	15 4	.. ..
Electric linesmen, semi- skilled, and powerhouse operator .. ..	.. ..	14 0	.. ..
Agriculture instructor ..	.. ..	18 0	.. ..
Fruit inspector in shed ..	.. ..	1 0 9	.. ..
Dragline operator in charge .. ..	.. ..	15 4	.. ..
Fruit inspector in field ..	.. ..	18 0	.. ..
Females—			
Hands and machinists ..	.. ..	.. ..	11 0
Adults (shop and office) ..	£2 18s. 3d. (per week)	.. ..	.. ..
Trainees .. ..	.. ..	.. ..	8 0
Learners .. ..	.. ..	(first 3 months)	10 0
Stevedoring labour ..	1s. 10½d. per hour, with meals, is paid to unskilled labour, but higher rates are paid to skilled men such as hatchmen, winchmen, and launch captains.		

NOTE—It will be appreciated that the rates set out above are "minimum" rates only and higher rates are paid where skill, responsibility, and length of service warrant them. Practice has been to review all over-award rates annually and make the increase retrospective to the same effective date as the new award.

APPENDIX VI: LEGISLATIVE ACTIVITY 1960

(i) *In New Zealand*

(a) Acts—

Acts Interpretation Amendment Act 1960, No. 50
 Administration Amendment Act 1960, No. 100
 Cheques Act 1960, No. 17
 Civil Aviation Amendment Act 1960, No. 45
 Cook Islands Amendment Act 1960, No. 32
 Customs Acts Amendment Act 1960, No. 27
 Dangerous Drugs Amendment Act 1960, No. 104
 Emergency Regulations Amendment Act 1960, No. 31
 Industrial Conciliation and Arbitration Amendment Act 1960, No. 110
 New Zealand National Airways Amendment Act 1960, No. 79
 Post Office Amendment Act 1960, No. 106
 Republic of Ghana Act 1960, No. 6
 Superannuation Amendment Act 1960, No. 90
 Trustee Amendment Act 1960, No. 101
 Wills Amendment Act 1960, No. 94

(b) Orders in Council—

British Nationality and New Zealand Citizenship Regulations 1960/64
 Chattels Transfer (Customary Hire Purchase) Order 1960/85
 Cheques Order 1960/192
 Civil Aviation Regulations 1953, Amendment No. 5, 1960/71
 Copyright (Convention) Amending Order 1960/11
 Dangerous Drugs Regulations 1951, Amendment No. 4, 1960/130
 Dangerous Drugs Regulations 1951, Amendment No. 5, 1960/195
 Dangerous Goods (Licensing Authorities) Regulations 1958, Amendment No. 2, 1960/36
 Dangerous Goods Order 1960/35
 Diplomatic Privileges (FAO) Order 1959, Amendment No. 1, 1961/14
 Diplomatic Privileges (IAEA) Order 1960/162
 Diplomatic Privileges (IMCO) Order 1960/141
 Diplomatic Privileges (SEATO) Order 1961/18
 Post Office Staff Regulations 1951, Amendment No. 14, 1960/155
 Patents, Designs, and Trade Marks Convention Order 1940, Amendment No. 5, 1960/144
 Radio Regulations 1953, Amendment No. 5, 1960/115
 Registration of Births and Deaths (Citizenship) Regulations 1960/91
 Revocation of Cook Islands and Samoa Regulations 1960/66
 Revocation of Cook Islands and Samoa Regulations 1960/127
 Telegraph Regulations 1939, Amendment No. 9, 1960/83
 Visiting Forces (Fiji Military Forces) Order 1960/77
 Various Orders made pursuant to the Customs Acts 1913, 1921, 1930, and 1931

(ii) *In the Cook Islands*

(a) Ordinances Enacted by the Legislative Assembly—

Customs Import Prohibition Ordinance 1960
 Prohibition of Forced or Compulsory Labour Ordinance 1960
 Cook Islands Income Tax Amendment Ordinance 1960
 Building Ordinance Amendment 1960
 Cook Islands Appropriation Ordinance 1960
 Island Councils (Other Than Rarotonga) Ordinance 1960
 Island Councils (Other Than Rarotonga) Empowering (Public Works and Services) Ordinance 1960
 Electric Power Supply Ordinance 1960
 Mosquito Control Ordinance Amendment 1960
 Transport Ordinance Amendment 1960
 Rarotonga Waterworks Ordinance 1960

- (b) Ordinances and Bylaws Enacted by Island Councils—
Island Council Members Remuneration and Committee Allowances
Bylaw 1960
Bicycle Registration Bylaw 1960
Road Rates Bylaw 1960
Rarotonga Fisheries Bylaw 1960
Turangi-Ma-Nga-Mataiapo Village Council Bylaw 1960
Entertainment Tax Bylaw 1960
Mauke Bicycle Licensing Ordinance 1960
Mauke Protection of Crops Ordinance 1960

NIUE ISLAND

REPORT FOR THE YEAR ENDED 31 MARCH 1961

PART I: GENERAL

Introductory

Following the depredations of the hurricanes of February 1959 and January 1960 a new Niue has arisen during the year under review. Progress under the rehousing scheme is detailed in the body of this report. The remarkable aftermath of the disasters is not merely that 220 houses have been built to a "roof-on" stage in 12 months, but more especially that this community work has engendered a fresh spirit of progress in all villages on the island.

The Niuean people have always been recognised as among the best workers in the South Pacific. The incentive of the housing scheme has resulted in considerable activity in the plantations during the year, as the people have made efforts to increase the production of their cash crops to enable them to purchase additional items for their houses. This activity comes at a time when the Administration's Agriculture Department has obtained some heavy equipment to assist in development and extension work. There has been a marked eagerness among planters to obtain the use of this equipment and for the Department's technical advice for the development of their plantations.

The women of Niue have played an increasingly active part in village community life during the year. They have worked hard, not only in their homes and on the plantations, but also alongside their menfolk on the housing scheme, preparing food, gathering rock, and even helping with rock crushing. The leisure time of many has been profitably occupied with weaving the plaited ware for which they are justly well known. An association composed entirely of women weavers exported £4,000 worth of woven ware in the first nine months of its activities.

Despite the hurricanes and their adverse effects on export crops, the level of prosperity has risen during the year, and this is reflected in an increase in Post Office Savings Bank activities and by other factors such as the increase in motor-vehicle registrations, which consist principally of Niuean-owned motor cycles.

Although coconut trees have not yet fully recovered and no copra exports can be expected before late 1961, it can be fairly predicted that the coming year will be one of continued prosperity and increased exports.

Administration construction works suffered during the year from a lack of labour and considerable absenteeism, the number of labourers engaged on Administration capital works decreasing by more than 50, or 20 per cent, during the year. This entailed a three months' delay on work on the new hospital ward being built to replace the old hurricane-damaged structure.

The health of the people remained good during the year, although a distressingly high rate of intestinal helminthiasis was discovered. Intensified health education and the provision of more adequate toilets has followed this discovery.

Continued progress has been made in education, with special emphasis on the training of young Niuean teachers.

Invaluable assistance has been received from New Zealand Government Departments during the year, and also from the South Pacific Commission, the South Pacific Health Service, and other South Pacific territories.

A. Geography

1. Location

Niue Island is situated in the South Pacific Ocean approximately 300 miles east of Tonga, 350 miles south-east of Samoa, and 580 miles west of Rarotonga. The island is isolated and does not form part of any recognised group.

2. Area

Niue has an area of just over 100 square miles (259.2 square kilometres). It is approximately 13 miles (20.9 kilometres) long and 11 miles (17.6 kilometres) wide, and the main road, which roughly follows the coast line, is approximately 40 miles (64.3 kilometres) in length.

3. Topography

The island is an elevated coral outcrop with a coral reef fringing a precipitous and broken coastline. In general formation it takes the shape of two terraces, the lower coastal terrace being about 90 ft (28.1 metres) above sea level; the upper terrace, which forms the bulk of the island, is about 220 ft (68.75 metres) above sea level. Apart from the rise from the lower to the upper terrace, there are no hills. The island has no running streams or surface water. There are no good harbours, the best anchorage, which is at Alofi, being in many ways unsatisfactory.

4. Climate

Niue is on the edge of the hurricane belt. Hurricanes and winds of high velocity are sometimes experienced between December and late March. The climate is mild and equable; the mean annual temperature over the last 30 years has been 76.6 degrees and the annual rainfall for the same period 79.4 in. Occasional droughts do occur, but the rainfall is generally well distributed over the whole year. The months from December to March are recognised as the rainy season, and this is also the hottest period of the year. From April to November the mean temperature averages 74 degrees, with warm sunny days and cool nights. The prevailing wind is from the east-south-east. Variable winds are experienced from the west, north, and north-west during the summer months.

5. Natural Resources

The natural resources of Niue lie exclusively in the products of the soil, which, though fertile, is not plentiful, and this fact, together with the rocky and broken nature of the terrain, makes cultivation difficult. The island is, however, well wooded with indigenous forest. Coconuts are found throughout the island, though they grow sparsely in the

interior, whilst the leaves of the pandanus palm provide an easily available supply of material from which plaited ware is made. Fish are neither plentiful nor easy to catch.

There are no natural power resources of any nature, nor are there any known deposits of mineral ores or fertiliser.

B. History

Niue is believed to have been inhabited for over a thousand years. Some authorities believe that there were two principal migrations to the island, one from Samoa and one from Tonga and a smaller migration from Pukapuka. There were probably also contacts with Aitutaki and Rarotonga.

Captain Cook, the first European to visit Niue, landed there in 1774 and named it Savage Island because he met with a hostile reception from the inhabitants. In 1830 the Rev. John Williams attempted to land Christian island teachers but the party was repulsed. During the next 20 years further attempts were made to Christianise the island, but with little success, until in 1848 a Niuean teacher of the London Missionary Society landed and succeeded in converting the inhabitants. The first European resident missionary landed in 1861.

As the result of several requests by the Niueans a British Protectorate was declared over the island in 1900 and in 1901 the island was formally annexed to New Zealand.

C. People

1. *Composition*

The Niue Islanders are Polynesians with close affinities to the Tongans and Samoans, although there are indications of elements from eastern Polynesia.

2. *Population*

The population of Niue was 5,070 in 1884. After European contact it declined to 4,200 in 1900 and reached its lowest point in 1928, when it was 3,747. Since then there has been a steady recovery and the population as at 31 March 1961 was 4,845, comprising 2,399 males and 2,446 females.

3. *Religion*

The people are predominantly adherents of the London Missionary Society, which at the 1956 census had 4,188 members. The Latter Day Saints, Roman Catholic, and Seventh Day Adventist Churches have small followings. A small Jehovah's Witness group was established in 1960.

4. *Language*

Niuean is closely related to Tongan and Samoan with some elements from eastern Polynesia. Most Niueans also have a knowledge of English, which is taught in the schools.

5. *Population Movements*

Many Niueans migrate to New Zealand for high wages and easier living conditions. An average of 200 a year leave the island, and in 1960, 235 persons departed. Immigration to Niue is controlled, but few people wish to settle on the island.

D. Government

1. Status

Niue forms part of the Cook Islands but because of its remoteness it is administered separately. It is included within the boundaries of New Zealand and is governed under authority of the Cook Islands Act 1915 and subsequent amendments.

The inhabitants of Niue are British subjects and New Zealand citizens.

2. Organisation

(a) Administration

The Resident Commissioner, who is responsible to the Minister of Island Territories in Wellington, carries out the executive functions of government on Niue. The laws he administers are made by Act of the New Zealand Parliament or regulations made thereunder or by Ordinances of the Niue Island Assembly. This body consists of 14 Niueans elected by universal suffrage and the Resident Commissioner, who is President. Ten meetings of the Assembly were held during 1960.

Ordinances require the assent of the Resident Commissioner or of the Governor-General and must not be repugnant to any statute or regulation in force in Niue. The Assembly has power to authorise expenditure limited to the provisions of the Housing Loan Scheme Agreement, the Hurricane Relief Fund, and to revenue raised by Ordinance.

Village government is largely in the hands of the Assembly member, the pastor, and the constable in each village, but village affairs are usually discussed in regular meetings of the patu or heads of families.

Ordinances passed by the Assembly during the year under review were the Electric Power Supply Ordinance 1960, the Appropriation Ordinance 1960, the Public Entertainments Ordinance 1960, and the Income Tax Ordinance 1961.

(b) Judiciary

There is a High Court with civil and criminal jurisdiction and a Native Land Court concerned with litigation on land and titles. The Resident Commissioner acts as Judge of both these Courts.

Three sittings of the Native Land Court were held during the year. Twenty-nine adoptions, 17 land titles, and nine miscellaneous orders were made. Nine applications were dismissed. The number of new applications filed during the year totalled 60. There is still a considerable number of applications awaiting attention of the Court, most of which are held up pending land surveys. It is hoped that some of these applications will be dealt with during the coming year.

(c) Niuean Participation

The majority of positions in the Administration are held by Niueans, and it is the policy wherever possible to fill a vacancy by appointing a Niuean. However, apart from the Post Office, which has a Niuean Postmaster, and the Native Land Court, which has a Niuean Registrar, Administration Departments are headed by Europeans. At 31 March 1961 the total number of regular employees was 202 Niueans, 41 Europeans, two Maoris, and two Fijians.

Two girls and eight boys who have completed their schooling in New Zealand under the Scholarship Scheme are now employed by the Administration. One other is employed in a New Zealand Government Department so that he may attend university to study accountancy. It is expected that some of these who have been educated to a higher standard will eventually obtain senior positions in the Administration.

Two Niueans are currently in training at the Central Medical School, Suva, Fiji, and six Niuean nurses are in training at the Apia Hospital, Western Samoa. Niuean teachers, clerks, and apprentices are periodically sent to New Zealand for six-month or one-year observation and training courses in New Zealand schools and Government Departments.

PART II: ECONOMIC CONDITIONS

A. General

(a) *Water Supplies*

All water supplies come from rainwater storage, apart from one well 185 ft deep which supplies the public works area, the hospital, and residences. Approximately 400 to 500 gallons per hour are pumped continuously.

The water-storage programme commenced in 1958 has been continued further and in the past 12 months 14 additional Hume-type precast slab tanks of 10,600 gallons capacity have been erected. Eleven of these have been built in villages and three at Administration residences.

Precast reinforced-concrete 400-gallon water tanks are being manufactured by the Public Works Department and are being supplied to people building new houses under the Housing Scheme. During the year under review 97 tanks were made and 42 erected.

All water catchment areas destroyed by the hurricanes in 1959 and 1960 have now been restored. New water catchments have been erected to supply the new village water tanks. To date three new catchments have been built and two existing roofs have been connected up. Nine catchments still have to be built. Two of the three tanks erected at Administration residences have still to be connected up.

Investigations were recommenced on the use of windmills for village water supplies, but no practical tests have been possible as yet.

(b) *Road Work*

The road surfaces have been greatly improved by the use of a powered road grader, which has been in operation for one year. The main coastal road has been gradually widened and reshaped by the grader and a 1-mile stretch has been reformed. About 1 mile of road has been resurfaced with a bituminous mix and a further $\frac{1}{8}$ mile of new sealing laid in the vicinity of the hospital in Alofi.

The use of a heavy bulldozer and grader has considerably reduced the cost of road formation. Village labour has been used for the reformation of 1 mile of roadway within Hikutavake village. Another $1\frac{1}{2}$ miles of roadway between Liku and Alofi was reformed during the year and this work is continuing. The sides of a further 6 miles of roadway have been cleared preparatory to reforming and surfacing, and some of the bad corners have been straightened and widened.

(c) *Hospital Building Scheme*

The new operating theatre has been erected and at 31 March 1961 was at the stage of interior fitting. The new surgical ward was also nearing completion. A building is being erected to house the standby generating plant and switchgear, and an office for the Matron has been completed.

(d) *Schools*

All hurricane damage repairs have been finished and the majority of the village schools have had long overdue maintenance carried out and have been repainted. Some alterations have been completed and temporary false-type classrooms built where required to accommodate the increased intake of children. One temporary school of five rooms was built at Hakupu village.

(e) *Administration Offices Rebuilding Scheme*

The scheme, when completed, will consist of a main administrative block, a Treasury block, an Education and Police block, a post office, an Agriculture block, vehicle park, and staff amenities centre. The post office and the Education and Police block are complete and are in use. The staff amenities building is complete, but is at present being used to accommodate Housing Scheme personnel. The Treasury block is at present under construction.

(f) *Sawmill*

The sawmill has operated throughout the year but production has not been up to expectations owing to labour absenteeism, breakdown of machinery, and difficulty in supplying logs. Improvements have been made in layout to achieve more efficient breaking down. A heavy logging truck has been obtained and is now in operation. The crawler tractor has overcome the difficulty of bringing logs from the bush to the roadside. During the year 424,467 superficial feet of timber have been milled.

(g) *Public Works Department Buildings*

During the year alterations have been carried out to the store buildings to improve supervision and the handling of stocks.

Water reticulation, storm-water drainage, and fencing are under construction, together with a pipeline for conveying bulk fuel from the storage compound to the supply tanks.

(h) *Wharf and Lighters*

Maintenance of the lighters has been considerable following heavy seas experienced on several days when ships were being worked. One lighter was scrapped during the year, but the building of a new lighter had to be abandoned owing to pressure of other work. The fleet now consists of eight lighters and two launches.

Apart from some minor damage during a February storm the wharf is in good condition. The cargo sheds are in fair condition after hurricane damage repairs, but will need replacing in the near future.

(i) *Housing*

Additional single men's quarters were built to accommodate the Housing Scheme carpenters. They are sited at the rear of the Administration offices area, and will ultimately become the staff amenities centre.

During the year a considerable amount of maintenance and renovation work was carried out on the various residences belonging to or leased by the Administration.

Houses owned by the Administration now total 19 and there are three leased houses. All are occupied by seconded and local Government staff.

(j) *Transport*

Vehicles operated and serviced by the Administration number 32. Private vehicles used for Administration work on a mileage-allowance basis total six cars and seven motor cycles.

(k) *Heavy Plant*

Heavy plant at present being used on Niue includes one D6 angle-dozer, two front-end loader tractors, two wheeled tractors, one medium-powered road grader, one mobile crane, two mobile compressors, three 7 cu. ft. concrete mixers, eleven 3 cu. ft. concrete mixers, one log hauler, three rock crushers, one mobile welder, and two four-wheeled trailers.

B. Agriculture and Livestock

1. *General*

The year under review has been very important agriculturally and much progress in different fields has been made.

Since heavy equipment—a tractor, discs, fertiliser spreader, etc., and a second Land Rover—was obtained, much has been accomplished in the field of extension work and land development. Reference is made to this under the appropriate headings.

During the year the Agriculture Department moved to a new, though temporary, office, which in all aspects is more satisfactory than the old one.

(a) *Exports*

No copra was exported during the year under review following the two hurricanes of 1959 and 1960. It is hoped that copra exports will be resumed during the second half of 1961.

The first few cases of bananas were exported again in September 1960, gradually increasing with each four-weekly shipment until 31 January when 772 cases were exported, a record shipment for many years.

Kumaras were an important export crop and over 7,500 bags were exported. Good prices were received. A great source of concern is the "black rot" disease (*Ceratostomella fimbriata*) which has suddenly affected the crop rather seriously. It is hoped that the measures taken during this year's planting will control the disease.

Few limes were exported. These consignments will always be limited unless juice extracting can be introduced locally.

A trial shipment of experimentally grown tomatoes was sent to Western Samoa during the year. The result was encouraging and some Niuean farmers have shown interest in growing limited quantities for export and local sales.

Exports of the principal crops over the last five years are shown in Appendix III, table B.

(b) *Fruit Inspection and Quarantine*

All produce for export is inspected for quality, diseases, and pests. All imported fruit and other produce is also inspected, special attention being paid to produce from other islands.

2. *Land Utilisation, Ownership, and Tenure*

(a) *Utilisation*

The rocky nature of Niue makes all agriculture difficult, and most of the arable land consists of pockets of soil among coral rocks. Of the total area of the island (approximately 64,900 acres) it is estimated that about 8,000 acres are in forest (coastal forest, light and heavy forest), approximately 48,000 acres are available for agriculture and partly in production, 8,100 acres are not at present available for agriculture, supporting only scrub and fern (a start has been made however to rehabilitate this so-called "desert area", partly for crops and partly for forest), and 400 acres are not available for agriculture, but used for buildings, roads, etc. Of the 48,000 acres available for agriculture a large part can only be used after long intervals because it has been worked out. A start has been made to rehabilitate some areas to get them on to a permanent cultivation basis.

(b) *Ownership and Tenure*

Practically all land is held by Niuean families in accordance with their own custom. Small areas are used for church purposes and by the Crown for public purposes. Alienation of land except to the Crown is prohibited and leases are limited to 60 years' duration. The system of land tenure ensures the Niuean sufficient food, shelter, and money to purchase clothing and other necessities.

3. *Principal Crops*

(a) *Coconuts*

Coconuts grow well, but clearing of plantations, cutting out of poor palms, and selected replanting are important factors affecting an increase of production.

To encourage proper management and maintenance of coconut palms and coconut plantations, 1,000 selected seed nuts were imported from Western Samoa during the year under review. Local trees had not recovered from the effects of two hurricanes so no seed nuts could be obtained locally. The seed nuts were planted in nurseries at the demonstration farm. With these seedlings small model plantations have been established. Seedling nuts were also supplied to all schools and planted at the site of the proposed new high school at Paliati. The remainder were sold to interested Niueans.

(b) *Bananas*

Bananas grow well in most parts of the island. Although most plantations are very small, a number of bigger areas are being planted by some farmers, who receive assistance from the Agriculture Department in the form of free shoots, supplied from the banana shoot nursery which was established with the aid of a grant of £500 from Messrs Fruit Distributors Ltd., New Zealand. A much greater increase in banana planting can undoubtedly be expected when more banana roads are constructed to open up much suitable banana land far from the existing roads.

(c) *Kumaras*

Kumaras are planted in large quantities and the export has recovered after the hurricanes. Kumaras are the main crop planted by the owners in newly developed areas. Local demand is low except when other food is short (as after the hurricanes) and kumaras are mainly grown for export.

(d) *Food Crops*

The staple food for the Niuean is the taro and small taro plots are cultivated by all families. Yam and cassava are also grown in most parts of the island. Pawpaws, bananas, and coconuts are also important subsistence crops. Sweet corn, tomatoes, pumpkins and some other European vegetables are of small but increasing importance in the Niuean diet. All crops, apart from the coconuts, have fully recovered from effects of the 1959 and 1960 hurricanes.

(e) *Areas*

It is estimated that the approximate area utilised each year for each of the main crops is as follows:

	Acres		Acres
Coconuts ..	5,000	Cassava ..	25
Taro ..	350	Bananas ..	275
Yams ..	25	Kumaras ..	100

4. *Livestock*

The rocky nature of the island and its lack of water makes it unsuitable for carrying cattle and consequently the only livestock owned by the Niueans are pigs (about 500) and domestic fowls (between 2,000 and 4,000). There are some horses and very few cattle but they do not thrive under local conditions. Some donkeys were recently introduced and seem to be doing well.

At the demonstration farm ducks are bred for distribution to the people. Cross-bred fowls (Niuean fowl and Rhode Island Red roosters) are also bred. There is great interest among the people in these ducks and fowls and the first ones were given out to villagers during the year.

A boar is kept at the farm in an attempt to improve the local breed of pigs. A few donkeys and goats are also being bred for distribution. People have shown great interest in all these projects.

There is a prison farm which, as a result of years of attention and a water supply, is able to carry some dairy cattle and poultry.

5. *Agricultural Development and Research*

(a) *Experimental Work*

Experimental work is done with food crops, cash crops, and newly introduced crops at the Vaipapahi Demonstration Farm. Taro, kumara, and clover trials were completed during the year. Some of the trials being conducted concern bananas, grasses, and a number of legumes, whilst introduced crops such as coffee and cashew nuts are being tried out. A small plot of citrus has been started at Vaipapahi with the intention of propagating citrus for local use and citrus seedlings will be sold from Vaipapahi in future years.

(b) *Extension Work*

A great number of people are interested in having their land developed because of the good results obtained with the first developed areas. In all cases handled in the year under review the increase in production was well over 100 per cent. During the year almost 50 areas, each of half an acre, were discd. Follow-up work included green manure cropping and crop rotation. It is hoped to extend all these areas during the coming year and also develop land for over 50 landowners who have requested that their land be developed in the same way.

Extension work includes the distribution of animals bred at Vaipapahi and instructions given to the owners; the increase in the planting of bananas and the construction of new banana roads on a modest scale, etc. In the coming year copra and copra driers will be included when copra production recommences.

(c) *Development Work*

The original 10 acres of the "desert area" at Vaiea developed last year have given good production from trial plantings. In the year under review the area has been planted with several crops to confirm its productivity value. Another 70 acres are being developed.

Because of dry weather during 1960 and the delayed arrival of the agricultural tractor, work was delayed. The growing of green manure seeds is a time-consuming but necessary part of the job. Production from the first trial kumaras planted on this land was 6.2 tons per acre. Shelter belts are being planted and areas not suitable for discing are being planted with forest trees.

(d) *Agricultural Education*

All the agricultural education in schools is now done by the teachers themselves, with the aid of assignments prepared by the Agriculture Officer. The Agriculture Department still assists where necessary and schools are being visited regularly, mainly in connection with the school gardens.

Monthly field days are prepared for the teacher training centre.

(e) *Control of Pests and Diseases*

The only serious pest on Niue is mealy bug, which mainly affects citrus. Spraying is done mainly on citrus and green manure seed plots. The only serious plant disease on Niue is the black rot in kumaras (*ceratostomella fimbriata*).

(f) General

Niue's first island-wide agricultural show was held on 29 September 1960. The show was very successful, thanks to the excellent cooperation from all Departments.

The progress during the year under review has been very satisfactory. It is most gratifying to see more and more Niuean people showing interest in the work of the Agriculture Department, trying earnestly to work according to the modern agricultural methods advocated by the Department.

During the year the Agriculture Officer spent eight weeks in Fiji with the Fijian Department of Agriculture on a course in agriculture extension work. The Assistant Agriculture Officer spent some time during his furlough in New Zealand with the New Zealand Department of Agriculture receiving advice on kumara culture and the control of "black rot".

C. Forestry

Niue is fortunate in possessing about 8,000 acres of forest which includes a great number of excellent timber trees.

No seeds could be collected from local trees during the year following the recent hurricanes but some planting has been done with small quantities of imported species, mainly *Eucalyptes* Sp., *Casuarina equisetifolia*, *pinus caribeas*. It is intended to establish forest on the "desert area" on parts where cultivation for agriculture is not possible.

Forestry nurseries are situated at Falehavaiki.

D. Fisheries

No commercial fishing is carried on at Niue. Supplies of fish are unreliable and dependent on weather conditions. Foreign fishing boats have been seen in the area.

Some experimental fishing, testing gear and methods, was done by Administration officers during the year under review.

E. Mining

So far as is known Niue possesses no deposits of mineral ore or of mineral oils.

F. Power

A new 50 kVA diesel generator was installed during the year, giving a total capacity of 125 kVA at the power station. Preparation is being made for an extension of the reticulation in Alofi North and for the installation of standby generators with a capacity of 25 kVA each at the hospital and radio station.

There are 94 private consumers, both European and Niuean.

G. Industry

No industries exist on Niue other than the manufacture of plaited ware from locally grown pandanus. This industry is not on an organised scale but is carried out by the people in their own homes. New Zealand, Australia, and Fiji are the principal markets for the main exports of baskets and table mats.

During the year under review most of the women weavers joined an association formed to organise the marketing of plaited-ware products overseas and a considerable quantity of plaited ware was shipped to New Zealand. The venture has had notable success and the association now intends registering as a cooperative society.

Export statistics are shown in Appendix III: Trade.

H. Transport and Communications

1. Transport

There is no public transport service on the island, although owners hire their trucks to parties on numerous occasions. There is no airfield or flying-boat base, although flying boats can alight in Alofi Bay under favourable weather conditions if emergency flights are necessary.

(a) Land

There are 70 to 80 miles of all-weather roads.

(b) Sea

The port of Alofi is an open roadstead. Vessels anchor some chains off shore and cargo is worked by two launches and eight lighters through a channel in the reef.

Alofi Bay is charted and beacons are erected. Lighted beacons are shown at night but only when a ship is expected. There is no alternative safe anchorage.

During 1960, 23 vessels called at Alofi.

2. Communications

The equipment at the Alofi radio station for overseas communication includes a radiotelephone for use in emergencies, particularly those of a medical nature. The radio station maintains daily schedules with Wellington (5), Apia (3), Rarotonga (2), and Nandi, Fiji (6), for weather, shipping, and news reports. 8,035 radio telegrams were handled during the year ended 31 March 1961, compared with 7,430 in the previous year.

A 50-line magneto manual telephone switchboard situated at the post office in Alofi had 83 subscribers' connections as at 31 March 1961.

It is proposed that the post office telephone switchboard be transferred to the radio station shortly and that the hours of operation be extended.

I. Public Finance

Budgetary System

Niue derives insufficient revenue from exports and other sources to balance its budget. To cover the cost of maintaining public services the yearly deficit between revenue and expenditure is met by special and general subsidies from the New Zealand Government.

The public revenues of Niue are kept in two accounts—an Assembly Account and the Niue General Account. The Assembly Account consists basically of revenues derived locally. Any money appropriated by

the New Zealand Parliament by way of grant or subsidy may be specified as payable into either the Assembly Account or General Account. The Hurricane Relief Fund is administered within the Assembly Account.

As a result of the disastrous hurricanes in 1959 and 1960, the New Zealand Government made available loans and subsidies to the value of £172,000 for the reconstruction and building of new homes.

(Further information on the Housing Loan Scheme is given in Part III: Social Conditions, Section G: Housing.)

A comparative statement of revenue and expenditure over the last five years is as follows:

Year	Revenue	Expenditure	Subsidy
	£	£	£
1956-57	101,761	243,951	137,172
1957-58	149,980	284,632	163,587
1958-59	137,747	297,831	150,000
1959-60	167,642	418,837	232,560
1960-61	242,718	481,013	237,675

J. Banking and Credit

New Zealand currency is in use. There are no trading banks and the only facilities of this nature are those of the Post Office Savings Bank. The excess of deposits over withdrawals for the year amounted to £11,031. Credit facilities are confined to the financing by the New Zealand Treasury of the Fruit Control Scheme and of the Housing Loan Scheme.

K. International Trade

1. Trade

A regular four-weekly shipping service is maintained by the Union Steam Ship Co. Ltd. Thirteen calls were made by the m.v. *Tofua*, three by the m.v. *John Williams*, two by the G.m.v. *Moana Roa*, and four by the m.v. *Ratanui* during the year. Cargo handled at the port of Alofi amounted to 4,782 tons inward and 894 tons outward, a total of 5,676 tons, compared with 4,191 tons in the previous year.

During the year import values rose to £232,413, compared with the 1959 figure of £171,659. Exports still remain at a low figure owing to the damage sustained in the hurricanes of 1959 and 1960.

Of imports, 72·18 per cent were from New Zealand, 8·38 per cent from Australia, 6·00 per cent from the United Kingdom, 3·30 per cent from the United States of America, 1·31 per cent from Fiji, and 8·83 per cent from other countries.

Detailed figures relating to trade may be found in Appendix III.

2. Customs and Tariff

The New Zealand Customs Tariff is in force and there is free trade between the island and New Zealand. Local duties are, however, imposed on cotton piece goods, sugar, and twist tobacco, irrespective of their countries of origin.

PART III: SOCIAL CONDITIONS

A. General

Niue has no tribal system or chiefs and hereditary rank is of no importance. The village community is based on the family, the head of each family having a voice in the discussion of village affairs. Church activity, which is the only form of social organisation outside the family, is of great importance to the Niueans.

B. Human Rights

The island is part of New Zealand, and the provisions relating to human rights which apply in New Zealand apply to Niue in the same way as to other islands in the Cook Group. There is no discrimination in the administration of justice.

C. Status of Women

There is no discrimination made under statute law between the rights of men and women on the island.

D. Labour and Employment

The basic wage rates at 31 March 1961 were 9s. 9d. per seven-hour day for unskilled labour, 1s. 6d. per hour for wharf labour, and a varying scale for skilled labour. There is provision for overtime Sunday work when required.

No industrial workers' unions or employers' unions have been formed. There have been no labour disputes in the past two years. A committee exists to determine special allowances for wharf work and the workers have a voice on this committee.

E. Cooperative Societies

On 24 March 1961 the Niue Weavers' Association unanimously resolved to transform the association into a registered cooperative society. This important step came at the end of a successful first year's business, during which over £4,000 worth of woven ware was made and sold.

F. Standard of Living

Appendix V sets out the approximate retail prices of goods in Alofi at 31 March 1961. The prices in the outer villages are generally 10 per cent higher. The list does not give a reliable guide to the cost of living of the Niueans since a great part of their needs is provided from their own land holdings.

G. Housing

The destructive hurricanes of February 1959 and January 1960 posed new and major housing problems for Niue.

In May 1959 a housing scheme was established whereby £72,000 from the New Zealand Government was made available to Niueans in the form of £150 interest-free loans repayable over a period of 10 years. Two European housing overseers arrived from New Zealand in August 1959 to supervise and assist with construction work.

Destruction of remaining housing in the second hurricane in January 1960 further complicated the task. Material for the erection of temporary shelters was issued in most cases free of charge to the homeless following the second hurricane. A delegation consisting of the Resident Commissioner and two members of the Niue Island Assembly left Niue on 29 March 1960 for discussions with the Minister of Island Territories in Wellington concerning proposed modifications to the housing scheme necessitated by the second hurricane.

In May 1960 a revised housing scheme was approved whereby the New Zealand Government advanced £166,000 over a four-year period to the Niue Island Assembly, made up of a repayable loan of £93,750, a suspensory loan of £37,500, and gift money totalling £34,750. The gift money was granted as a subsidy to accelerate the progress of the rehousing and covers the extra cost of building 200 houses from pre-cut New Zealand timber, with New Zealand fibrolite for external sheathing. The loan limit was raised from the original £150 to £175 to cover rises in the cost of materials and the loan money is now repayable in 12 years, as follows:

Amount to be repaid in 12 years	£
Suspensory loan	125
	50
Loan available from New Zealand advance	<u>£175</u>

An Administrative Officer, eight qualified New Zealand carpenters, and five semi-trained Niuean foremen were appointed during the year to supervise the scheme. A New Zealand carpenter is responsible for overseeing the work in a certain number of villages.

Each house is constructed to a "shelter" stage - sheathed exterior walls, interior studs only, roof, spouting, and a 400-gallon concrete water tank. The finishing of the house is left to the initiative of the owner. Two hundred house lots of New Zealand timber were delivered in November and December 1960. The arrival and erection of this timber has had an appreciable effect on the progress of the scheme.

By 31 March 1961 the housing scheme had reached the following stage:

20 houses completed
202 roofs pitched and covered
53 foundations and walls completed
28 foundations boxed and concreted
211 foundations marked out
<u>514</u>

H. Welfare and Relief

The child welfare sister visits all villages weekly. It is the duty of the village constable to ensure that aged and physically handicapped people are cared for by their families.

War pensions and war veterans' allowances are paid to needy returned soldiers.

As mentioned in previous reports, the need for special assistance to needy people is less in a Polynesian than in a European community because of the broader concept of family responsibilities and the traditional communal system. Nevertheless, there is a tendency for some old people without families to be neglected and such cases are catered for out of the special tax levied by the Island Assembly.

I. Prevention of Crime

1. Court Proceedings

In 1960 there were 282 criminal convictions, nine civil judgments, and five divorces granted. Liquor offences accounted for 34 convictions, disorderly conduct for 21, assaults and affrays 21, obscene language 16, and theft five.

2. Censorship and Miscellaneous

During the year ended 31 December 1960 a total of 44 films were censored for showing to the Niuean population. One was totally censored and three were partially censored before showing was permitted. At present there is only one holder of a cinematograph licence.

At 31 December 1960 there were 250 holders of drivers' licences and 207 registered motor vehicles on Niue.

J. Public Health

1. Organisation

There are no private medical or dental practitioners on the island. Free medical and dental care (including hospital services) is provided by the Administration's Health Department under the control of a Chief Medical Officer. The Department also undertakes fly and mosquito control, the inspection of housing, stores, and bakeries, and, in cooperation with the Police Department, the control of sanitation. Expenditure on health services during the period under review was £58,260, amounting to £12 0s. 6d. per head of population.

2. Staff

For the major part of 1960 the staff of the Health Department included the Chief Medical Officer, four assistant medical officers, and two assistant dental officers, together with a nursing establishment of 26.

3. Health Services

(a) Hospital

The hospital has 30 general beds and 21 tuberculosis beds. At the end of the year under review half of the new main 24-bed hospital block was nearing completion and should replace the present general ward block by the end of 1961. The new operating theatre will also be completed during 1961.

(b) District Supervision

Each village is visited by an assistant medical officer or by the Chief Medical Officer twice a week. Special calls are made in urgent cases.

(c) *Maternity and Child Welfare*

(i) *Child Welfare*—The child welfare and maternity sister, accompanied by a Niuean staff nurse, visits each village regularly in a mobile clinic. Milk is issued to babies requiring it and to children between the ages of nine months and three years inclusive. Visits to the village schools are made by an assistant medical officer and twice a year by the child welfare and maternity sister. Women's meetings are held in the villages for mothercraft instruction.

A course of triple antigen is started for each baby at the age of three months. Booster doses are given to children two years and five years old.

During 1960 all children up to the age of six years were immunised against infantile poliomyelitis. Immunisation of this age group was fully complete by March 1961.

(ii) *Maternity*—An ante-natal clinic is held at the hospital once a month, women being brought to the clinic in vehicles provided by the Administration. A high standard of ante-natal supervision has been maintained in this manner. All women attending the clinic receive a medical examination and full advantage can be taken of the hospital's laboratory and X-ray facilities. Mothercraft lectures are given and the women are made familiar with and learn to trust the hospital personnel. There has been a corresponding increase in ante-natal clinic attendances. Three child welfare village committees are in existence.

4. *Demographic Situation*

The vital statistics for the year ended 31 December 1960 are as follows:

Births	..	..	..	..	215
Deaths	..	..	..	..	40
Birthrate per 1,000 of population	..	..	..	..	42.9
Death rate per 1,000 of population	..	..	..	..	8.2
Infant deaths under one year	..	..	..	..	7
Infant mortality per 1,000 live births	..	..	..	..	33.3

5. *Community Health*

Notifiable and Communicable Diseases

Tuberculosis—Twenty-one cases were admitted during 1960 (one being a readmission). Twelve cases were discharged and are being kept on domiciliary treatment. Thirty-two cases are at present receiving domiciliary treatment twice a week. A further 18 cases, though not receiving treatment, are reviewed periodically.

Smallpox—One suspect case was isolated in 1960. Routine quarantine precautions were established and voluntary vaccination instituted forthwith. 4,600 people were vaccinated.

Filaria—This disease is no longer very prevalent. A sample survey of 25 per cent of the entire Niuean population in villages, age groups, and sex was done. The overall microfilaria incidence was 2.1 per cent. The 31 positive cases are being treated with carbanazine.

Yaws—Twenty-eight cases of yaws were recorded during 1960.

Intestinal Helminthiasis—A World Health Organisation epidemiologist, Dr W. Alves, conducted a survey of the incidence of intestinal helminthiasis between June and July 1960. Ascariasis and triuriasis was found to be very prevalent in villages on the western side of Niue. Other parasites are rarely seen. From samples of 799 people investigated 37.5 per cent were found to be positive.

The WHO epidemiologist singled out flies as the biggest public health menace on the island but laid the blame for the high incidence of intestinal parasites on the insanitary habits of the entire population. The situation is aggravated by Niue's precarious water supply and also by its abundance of flies and inadequate toilets.

In an effort to improve the sanitary habits of the people, an increased emphasis on health education is planned for this year. Officers concerned with public health on Niue will receive specialised training.

An extensive programme to improve the number and standard of school latrines was nearing completion at the end of the year under review. New public latrines to be erected in Alofi are expected to improve the situation in this village.

Influenza—1,185 cases of influenza were recorded during the year. Most of the cases occurred during the months of July 1960 and February 1961.

Tetanus—This disease is relatively rare on Niue. During 1960 one fatal case was reported—an eight-day-old infant who contracted the disease following delivery at home without medical assistance.

Poliomyelitis and *whooping cough* are non-existent on Niue, probably due to routine immunisation.

6. Mortality

During the year under review old age claimed most victims, causing 14 deaths in all. There were four deaths from neoplasms, four from heart disease, and four from renal failure.

7. Public Health Development

During the year the Health Department continued its programme for the improvement of health in Niue, a programme somewhat hampered by housing overcrowding.

(a) Water Supplies

Rainwater is collected in Administration-controlled water tanks without reticulation and in private water tanks, some of which harbour mosquito larvae.

During the year many private water tanks were restored and inspected to ensure that they complied with health regulation standards.

(b) Housing

Annual spraying of housing with Dieldrin 15 is practised. No problem has yet arisen with resistance to insecticide.

(c) Latrines

Each householder maintains a pit latrine protected from flies. Latrines are inspected regularly by the assistant health inspector. Most of the island's pit latrines were overturned by the January 1960 hurricane.

Prompt measures were taken and within three weeks they were again in working order, or, where there was possible risk of contamination, covered over. The task of rebuilding latrines has been going on under the direction of the Health Department.

(d) *Refuse Disposal and Fly Control*

Rubbish collections are made weekly in Alofi and monthly in outer villages. One day a month is set aside for bush and grass clearing in villages and inspections are carried out by the assistant health inspector, accompanied by the police constables and sometimes by the village assemblyman.

(e) *Food Supplies*

All stores and bakeries are subject to medical inspection and have been inspected during the year.

8. *Dental*

The assistant dental officers carried out a programme of dental education in schools and also published dental articles in the *Niue Newsletter* for the benefit of the adult population.

There is a high incidence of caries among Niuean school children, particularly affecting the deciduous teeth. Once every six months nearly every school child has a complete examination and all defects are repaired. Toothbrushes were ordered by the Health Department during the year for distribution to the children at cost price.

K. *Community Development*

During the year under review the Resident Commissioner, Chief Medical Officer, and Agriculture Officer have held meetings in the villages which have resulted in a better understanding of the aims of the Administration and the needs of the people. The aftermath of the two hurricanes—a large housing scheme now in full swing—has brought significant changes in the outlook of the people more fully described in the Introduction to this report.

PART IV: EDUCATIONAL CONDITIONS

A. *General*

Education is free and compulsory between the ages of six and 14 but any children who wish to do so are permitted to continue at primary school until they complete Form II. Post-primary education is provided for selected pupils at the Niue High School. All books and equipment are provided free by the Administration.

B. *Education Administration*

1. *Organisation*

There are seven Niuean primary schools staffed by Niuean teachers. A post-primary school catering for selected pupils from Form I to Form V, a side school, a teacher training centre, and a woodwork centre are all staffed by New Zealand certificated teachers.

The Education Officer is directly responsible to the Resident Commissioner for policy, organisation, and staffing of schools. Liaison is maintained with the New Zealand Department of Education through the Officer for Islands Education in Wellington, who advises on the whole educational system. He, or one of his assistants, visits the island annually and provides inspection reports for those seconded teachers who request them.

2. Expenditure

The total expenditure on education was £47,339 or approximately 10.5 per cent of the total expenditure of the territory. The New Zealand Government met the cost of a scholarship scheme and provided a special subsidy for capital expenditure. That portion of the recurrent expenditure which could not be met from local revenue was covered by a general subsidy from New Zealand.

C. Education System

Description

In the primary schools the curriculum is based broadly on that of New Zealand so far as it is applicable to the needs of Niuean children. Emphasis is placed on agriculture, woodwork, sewing, weaving, and health, and special attention is given to Niuean language and culture.

During their first two years at school the children are taught in their own language. In the third year English reading is introduced, though general instruction is still in the vernacular. Gradually the use of Niuean diminishes until in the last two years of primary school all teaching is in English, though Niuean grammar, written expression, and reading remain on the timetable as special subjects.

The high school, which caters for specially selected pupils from the whole island, has five academic classes (Forms I to V), plus a special "homebuilders" class where the emphasis is mainly on sewing, cooking, mothercraft, agriculture, and carpentry. It should be noted that, even though the five main classes have an academic core, such subjects as agriculture, domestic science, woodwork, and Niuean culture are included in the curriculum.

In 1960 the training centre had a roll of 10 first-year and 10 second-year students. No new students were available at the beginning of 1961 because the high school course was extended an extra year. Instead nine of the older teachers who have never had an opportunity to attend either a high school or a training centre were admitted to the centre for a refresher year.

English-speaking children (mostly children of seconded Administration officers) attend the side school and follow the New Zealand syllabus.

Lectures to assist Niuean teachers to pass special examinations were conducted by European seconded teachers once a week. Subjects taught included English language and composition, comprehension, social studies, health, sewing, woodwork, and teaching method.

Of the 81 Niuean teachers employed, 2 have their New Zealand Teachers' "C" Certificate, 23 have the Niue Senior Public Service (Teachers) Certificate, 51 the Junior Public Service (Teachers) Certificate, and one has passed the qualifying examination only.

At present nine Niuean girls and 11 boys are attending New Zealand secondary schools under the New Zealand Government's Scholarship Scheme, whilst two girls and one boy are attending New Zealand teachers' training colleges.

The health service for schools has been maintained and the Chief Medical Officer and his staff carry out regular examinations of all children. The Chief Medical Officer also delivers lectures to all teachers on school health and simple treatments, with the result that the teachers are very health conscious and the standard of cleanliness in the schools is very high. All primary-school children receive daily a free ration of milk made up from skim-milk powder.

D. Adult Education

Films with commentaries in Niuean were shown at the hospital T b ward twice a month. These films were selected for their general educational value and also to supplement health and agricultural programmes. The local branch of the New Zealand Educational Institute sponsored a series of talks on subjects of general interest which were well attended by both Niueans and Europeans.

E. School Buildings

The January 1960 hurricane demolished the woodwork building and caused roof and structural damage to six primary schools and the education office and storeroom. In some cases the damage was so extensive that repairs and rebuilding were not completed until the end of the year, and as a result no new buildings were undertaken, while others such as the training centre had to be left partly uncompleted. No start could be made on the proposed new high school at Paliati. Nine classes are now housed in temporary buildings, while congestion is becoming apparent in all the schools. The two hurricanes have dealt a severe blow to the Administration's building programme as a whole and it will be many years before the position on the education side is satisfactory.

F. Youth Organisations

The London Missionary Society has Boys' and Girls' Brigade companies in most villages. Very little sport was played on the island during the year under review as people spent every spare minute rebuilding their homes. It is unlikely that there will be much leisure time for sport for at least another year.

G. Cultural Institutions

There is no museum or institution for the encouragement of arts or crafts. Under present law no native antiquities may be taken from the island without the permission of the Minister of Island Territories.

H. Protection of Flora and Fauna

The importation of plants, fruit, produce, and other goods likely to introduce insect pests or disease is prohibited. Indigenous and imported birds are protected and the introduction of noxious animals and birds into Niue is prohibited.

I. Mass Communication

The Niue *Newsletter*, which is published fortnightly in both English and the vernacular, remains by far the most important means of informing the people of local and overseas news, of providing general information, and of making known Administration decisions and policy. Approximately 1,000 copies are printed and distributed free of charge.

Daily news, copied from Radio New Zealand and other stations, is printed and distributed to all schools and villages. Radio New Zealand's weekly *Newsletter to the Islands* is followed locally.

Commercial films are shown weekly in most villages by a private operator.

APPENDIX I: PUBLIC HEALTH

Table A: Hospital Statistics, 1956-1960

	1956	1957	1958	1959	1960
Inpatients	535	540	541	652	513
Outpatients' attendances	10,264	13,485	22,130	15,181	20,153
Major operations	126	114	130	105	124
Minor operations	212	224	227	313	257
X-rays	1,025	831	1,085	696	1,268

Table B: Major Infectious Diseases

Disease	1956	1957	1958	1959	1960
Influenza	..	2,629	..	1,366	1,185
Measles, rubella	..	603	..	17	37
Lobar and broncho-pneumonia	38	46	141	128	52
Yaws	28	9	29	14	28
Tuberculosis (all forms)	24	20	27	19	20
Infective hepatitis	3	3	5	24	5
Varicella	2	16	29	20	21
Gonorrhoea	5	1	2	4	1

APPENDIX II: EDUCATION

Tables Showing Roll Numbers, etc., of the Niuean Primary Schools

	1956	1957	1958	1959	1960
Rolls at 31 December ..	1,060	1,080	1,155	1,045	1,127
Average roll ..	1,038	1,085	1,150	1,058	1,146
Average attendance ..	984	996	1,090	1,009	1,088
Number of teachers ..	73	70	65	60	66
Pupil-teacher ratio ..	1 : 15.5	1 : 15.5	1 : 17.7	1 : 17.4	1 : 17

As at 31 March 1961 Niue High School had 51 pupils.

APPENDIX III: TRADE

Table A: Imports and Exports for the Years 1956 to 1960 Showing Countries of Origin and Destination

Country of Origin or Destination	1956	1957	1958	1959	1960
<i>Imports</i>					
	£	£	£	£	£
New Zealand	118,404	108,462	115,052	123,754	167,766
Australia	3,107	4,462	3,541	12,864	19,490
United Kingdom	20,183	14,014	13,768	9,128	13,927
Fiji	5,521	2,980	3,245	5,245	3,054
Canada	1,281	2,685	822	3,601	4,263
United States of America	380	6,631	3,519	407	7,658
Indonesia	3,078	6,026	5,339	8,642	6,479
India	2,860	2,099	1,119	2,338	1,202
Hong Kong	3,758	2,893	2,081	2,314	2,123
Japan	2,209	1,817	2,032	1,488	2,886
South Africa	..	..	548	1,043	2,384
Other	1,958	1,529	1,041	835	1,181
Totals	162,739	153,598	152,107	171,659	232,413
<i>Exports</i>					
	£	£	£	£	£
New Zealand	56,543	51,444	47,629	20,790	18,185
Australia	5,168	4,746	3,844	183	126
Fiji	1,746	2,446	4,620	4,774	3,872
Western Samoa	148	12	22	..	20
Other	3	19	670	6	..
Totals	63,608	58,667	56,785	25,733	22,203

Table B: Exports for the Years 1956 to 1960 Showing Quantities and Value of Principal Items

Item	1956		1957		1958		1959		1960	
	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value
Copra (tons) ..	831	£ 48,978	740	£ 40,104	715	£ 36,760	123	£ 7,782	..	£ ..
Bananas (cases) ..	4,070	4,070	6,124	6,448	988	1,070	239	265	1,299	1,413
Kumaras (bags) ..	190	260	1,377	1,662	6,528	5,766	8,919	8,903	7,953	9,739
Plaited ware ..	..	6,321	..	5,498	..	5,183	..	1,592	..	3,827
Principal exports ..	..	59,629	..	53,712	..	48,779	..	18,542	..	15,610
Total exports	..	63,608	..	58,667	..	56,785	..	25,753	..	22,203

Table C: Imports for 1959 and 1960 Showing Value and Percentages of Principal Items

Commodity	1959		1960	
	Value	Percentage	Value	Percentage
	£		£	
Foodstuffs	47,949	27.9	46,506	20.0
Building materials	38,489	22.4	59,795	30.0
Drapery and piece goods	12,277	7.2	12,511	5.4
Oil and petrol	11,538	6.7	9,160	3.9
Tobacco and cigarettes	3,907	2.3	4,351	1.9
Vehicles, parts, tyres	20,229	11.8	34,486	14.8

APPENDIX IV: VISITS

Among visitors to Niue during the year under review were:

Mr H. C. Menzies, Commercial Counsellor at the Australian High Commissioner's Office in New Zealand, accompanied by his wife.

Dr W. Alves, World Health Organisation Epidemiologist.

Mr N. Boag, Deputy Registrar of Pensions with the Auckland Branch of the Social Security Department.

Mr H. W. Black, Senior Inspector with the Auckland Education Board.

Dr D. D. McCarthy, Liaison Officer with the New Zealand Medical Research Council.

Mr F. Ponder, Ministry of Works.

Mr R. Doornbos, an Examiner with the Western Samoan Government's Audit Department.

APPENDIX V: COST OF LIVING

Bacon	5s. 4d. per pound	Flour	5d. per pound
Biscuits (cabin bread)	1s. 10d. per pound	Potatoes	7d. per pound
Bread	6d. per pound	Onions	6d. per pound
Butter (fresh)	2s. 9d. per pound	Sugar	10d. per pound
Butter (tinned)	3s. 6d. per pound	Soap (laundry)	2d. per 40 oz bar
Fish (tinned)	2s. to 5s. 5d. per pound	Soap (toilet)	9d. to 1s. 3d. per cake
Meat (fresh)	1s. to 5s. 8d. per pound	Tobacco (cigarette)	3s. 7d. per 2 oz
Meat (tinned)	3s. to 5s. 6d. per pound	Cigarettes	1s. per packet
Milk (tinned)	1s. 4d. to 3s. 4d. per 16 oz	Kerosene (lighting)	4s. 6d. per gallon
		Petrol	5s. 6d. per gallon
		Dress materials	2s. to 10s. per yard.

TOKELAU ISLANDS

REPORT FOR THE YEAR ENDED 31 MARCH 1961

PART I: GENERAL INFORMATION

A. Geography

1. Location

The Tokelau Islands are bounded by the parallels 8° 8' and 10° 10' south and by the meridians 171° 17' and 173° 13' west. The Group is situated approximately 300 miles to the north of Western Samoa and consists of atoll islands, three of which, Fakarua, Nukunono, and Atafu, are New Zealand dependencies, while the fourth and southernmost, Olosega or Swain's Island, is American. Fakarua is 40 miles from Nukunono, which is 57 miles from Atafu.

2. Topography and Area

Each atoll consists of a number of reef-bound islets encircling a lagoon. These islets vary in size from 100 yards to 4 miles in length and are from 10 to 15 ft above sea level.

At Nukunono and Atafu only one islet is occupied. At Fakarua, however, the problem of overcrowding has resulted in the settlement of some 40 families on a neighbouring islet. In all cases settlement is near to a reef passage affording access to trading vessels and the ocean fishing grounds.

Nukunono is the largest atoll, being 1,350 acres in area. Fakarua and Atafu have 650 and 500 acres respectively.

3. Climate

The average mean temperature is 82°F, July being the coolest month and May the warmest. The rainfall is heavy but inconsistent and a daily precipitation of 3 in. or more can be expected at all times of the year.

4. Natural Resources

A coarse coral sand or rubble containing much calcium carbonate covers the atolls. This covering is suitable for the coconut palm and also supports the pandanus tree and an indigenous tree, the Tauanave (*Cordia subcordata*). To sustain root crops, such as pulakaka and Ta'amu, constant mulching with vegetable refuse is required.

There is no running water on the atolls, and few wells. Fresh water supplies are obtained from rainwater collected in tanks.

B. History

It was formerly thought that the Spanish navigator Quiros made the first European discovery of the Tokelau Islands in 1606. Recent research has shown, however, that Quiros probably sighted the island of Raka-hanga in the northern Cook Islands, and that Commodore Byron, R.N.,

of the *Dolphin*, who sighted Atafu on 24 June 1765, was the first European to visit the Group. Nukunono was discovered and Atafu visited in 1791 by Captain E. Edwards in HMS *Pandora* while searching for mutineers from the *Bounty*. The first European to establish conclusively the existence of Fakaofu was Captain Smith of the whaler *General Jackson*, who visited Fakaofu on 14 February 1835.

The three islands became a British protectorate in 1877, formal declarations being made at each atoll in 1889 by Commander Oldham, HMS *Egeria*. At the request of the inhabitants, Great Britain annexed the islands (then known as the Union Islands) in 1916 and included them within the boundaries of the Gilbert and Ellice Islands Colony. On 1 October 1925, at the request of the United Kingdom Government, the New Zealand Government assumed responsibility for the administration of the Group, and as a result the Union Islands were separated from the Gilbert and Ellice Islands Colony. In 1946 the Tokelau Nominations Ordinance officially designated the Group as the Tokelau Islands, and by the Tokelau Islands Act 1948 they were included within the territorial boundaries of New Zealand.

C. People

1. Composition

The Tokelau Islands are a border area between Micronesia and Polynesia. Before the discovery of the group by Europeans, it appears that a wave of Samoan immigration took place and the original inhabitants were either expelled or absorbed. In general the present inhabitants retain linguistic and cultural ties with Samoa which are fostered by contact with Samoan literature, radio broadcasts, and with Samoan personnel. The culture of the Tokelau is, however, distinctly moulded by the atoll environment in which has its closest parallels with the islands of the Northern Cook Group.

2. Population

The estimated population as at 31 March 1961 was as follows:

	Males	Females	Total
Atafu	272	310	582
Nukunono	282	258	540
Fakaofu	400	416	816
Totals	954	984	1,938

3. Religion

The inhabitants of the Tokelau Islands are almost all adherents of either the London Missionary Society or the Roman Catholic Mission. At the present time the Atafu people all belong to the London Missionary Society, while on Nukunono the entire population are adherents of the Roman Catholic Mission.

On Fakaofu both faiths are represented, the London Missionary Society being a minority by approximately seven to one. The work of both missions is directed from Western Samoa, where the training of pastors and catechists is carried out.

D. Government

1. *Status*

With the passing of the Tokelau Islands Act 1948 formal sovereignty was transferred to New Zealand and the Tokelau Islands were declared to form part of New Zealand. The same Act made provision for the continuation of the existing law, and confirmed the right to legislate for the Group by way of regulations. The inhabitants of the Tokelau Islands are British subjects and New Zealand citizens.

2. *Administration*

In 1925 an Order in Council was passed empowering the Governor-General of New Zealand in Council to make laws for the peace, order, and good government of the Group. The Tokelau Islands Administration Regulations 1949 appointed the High Commissioner of Western Samoa as Administrator of the Tokelau Islands and vested in him administrative and executive functions relating to the group. The Administrator visits the Group regularly.

Responsible to the Administrator is the Administrative Officer. He is the Administrator's executive officer, and, although based at Apia, is required to make regular visits to, and spend much of his time in, the Tokelau Islands.

There is a close administrative connection with the Government of Western Samoa. Officers of the Samoan Government visit the Group regularly, and their advice is freely available to the Administrator. Health, education, and radio personnel stationed in the Group and employed by the Administration are all trained in Samoa. Some of them are Samoans.

No legislation affecting the Group has been enacted since the last report was published.

The Tokelau Islands are included in the South Pacific Commission area, and benefit from the results of research work carried out under the auspices of the Commission.

3. *Local Government*

Local public services are carried out on each atoll by appointed Tokelau officials. These officials comprise the Faipule (who is also the Magistrate (Fa'amasino), the village mayor (Pulenu'u), the village clerk (Failautusi), and medical, agricultural, police, radio, and postal officers. The Faipule is the chief representative of Government and acts in a supervisory capacity over Government officials on his island. He administers the laws and presides over the local Court. The village mayor is principally an executive official, and is responsible for good order and cleanliness in his village. He supervises water supplies, inspects plantations, and organises the preparation of copra prior to a shipping call. The village clerk is registrar of births, deaths, and marriages, has charge of all public moneys, and keeps accounts of all trading transactions carried out by his village. Weather records are kept by the radio operators.

4. *Suffrage*

Since 1953 the islanders have elected their Faipule for a term of three years by democratic election. The Administrator retains the power to formally appoint the Faipule in each island.

PART II: ECONOMIC CONDITIONS

A. General

During the period under review general maintenance was carried out on the three atolls. Coconut trees were banded with aluminium strips at Atafu and Nukunono. In Apia land was purchased for a Tokelau officer's residence and a Tokelau Administration bulk store. The store was completed in January 1961 and the residence is expected to be completed by April 1961. In addition to the above Administration projects, the building of the London Missionary Society church at Fakaofu progressed and the erection of a new Roman Catholic church at Fakaofu was commenced.

Visitors to the Tokelau Islands during the year included Dr Lehman, Mr Cronin (pharmacist), Mr Collins (dentist), Dr Leleu, and Matron Cochran, all of the Health Department of the Government of Western Samoa. Dr Han, S.M.P. Maka, Faimale, and Esera (laboratory technicians), and Teleise (staff nurse), all of the WHO Tuberculosis Control Campaign staff, also visited the Group in March 1961. Other visitors were the Administrator, the Administration Officer, and the Director of Education in Western Samoa.

B. Land Tenure and Usage

1. *Utilisation*

The numerous adjacent islets at each atoll are used as food plantations. Local timber is used for canoe making, house building, and domestic utensils, while woodwork and fancy plaited ware are marketed on a small scale. The coconut palm, which is predominant in the Group, provides a staple export in the form of copra.

2. *Ownership and Tenure*

By the Sale and Lease of Native Lands Ordinance 1917 indigenous inhabitants are permitted to dispose of their lands amongst themselves according to their native laws and customs, but they may not alienate land by sale or gift to non-indigenous inhabitants other than to the Crown.

Land holdings pass from generation to generation within the families, being held by the head of a closely related group, although some land is held in common. With the increase in population and the subdivision of families, land holdings continually decrease in size.

3. *Principal Crops*

Apart from the manufacture of copra, which is all sun dried, agricultural products are of a basic-subsistence nature. Food crops consist of coconuts, pulaka, breadfruit, ta'amu, pawpaw, the fruit of the edible pandanus, and bananas. During the year under review, ta'amu plants, banana shoots, taro tops, pawpaw seeds, and breadfruit seedlings were shipped to the Group. Numerous other seeds have been tested but, owing to the poverty of the soil, very poor results were achieved.

4. *Livestock and Fisheries*

Livestock consists of numbers of pigs, which, except in Fakaofu, are kept apart from the village areas. Fowls are also plentiful. A pedigree boar and roosters and ducks from Western Samoa have been left at one atoll to improve the stock. Ocean and lagoon fish and shellfish are

available in quantity and form a staple constituent of the diet of the islanders, the most common species of fish caught being tuna, trevally, bonito, shark and mullet.

C. Transport and Communications

Trading trips were made by the chartered vessel m.v. *Aonui* in April, September, and November 1960 and in March 1961. In addition, an RNZAF Sunderland aircraft visited the group in July 1960.

Radio stations at Atafu and Fakaofu work schedules for commercial traffic and weather reports at 7 a.m. and 1 p.m. daily. Nukunono transmits traffic and weather reports every four hours. Radiotelephone facilities are available at the three stations.

Government receiving sets are installed in all villages, schools, and hospitals to enable the people to listen to broadcasts from the Voice of Western Samoa.

The Tokelau Islands have their own postage stamps, which are widely sought by collectors.

D. Public Finance

Revenue is derived principally from export duty on copra, levied at the rate of 9½ per cent *ad valorem* on the f.o.b. value at the port of Apia on all copra exported from the Group, customs duty of 12½ per cent *ad valorem* on all goods entering the Group, trading profits, and the sale of postage stamps. Expenditure is mainly devoted to the provision of social services, particularly health and education and agriculture, while an amount is also set aside to cover the costs of administration.

Annual estimates of revenue and expenditure are prepared by the Tokelau Administration and are approved by the Minister of Island Territories. The annual deficit between local revenue and expenditure is met by subsidies from the New Zealand Government. For the financial year 1960–61 subsidies totalled £32,000. For administrative convenience the Samoan Treasury collects and disburses funds on behalf of the Administration in accordance with the estimates approved by the Minister. The fiscal year adopted by the Samoan Government terminates on 31 December, and the Revenue Account set out below is for the year ended 31 December 1960 (the figures are provisional only and are subject to confirmation and audit).

Revenue Account									
Revenue					Expenditure				
Receipts—	£	s.	d.		Balance, 31 December	£	s.	d.	
Copra tax	1,825	2	8		1959	10,884	0	2	
Radio traffic	150	8	9		Disbursements—				
Sale of stamps	174	15	8		Administration	6,155	3	4	
	2,150	7	1		Communications	476	14	3	
Expenditure recovered					Education	4,269	9	5	
1960	20,000	0	0		Health	4,306	8	2	
Balance at 31 December					Works	11,857	2	5	
1960	15,798	10	9						
	£37,948	17	10			£37,948	17	10	

A Copra Stabilisation Fund established under the Tokelau Islands Copra Regulations 1952 had a balance at 31 March 1961 of £6,481 4s. 10d., of which £6,000 was invested in New Zealand securities.

E. Banking and Credit

Both New Zealand and Western Samoa currency circulate within the Group. Post Office Savings Bank and commercial banking facilities in Apia are available for the Tokelau people.

F. Trade

Trading operations in the Group are carried out by the Western Samoa Trust Estates Corporation on the chartered vessel *Aonui* at approximately four-monthly intervals.

Trade figures for the last five years are as follows:

(a) Exports - Copra Only

Financial Year			Quantity	Value (at the Tokelau Islands)
			tons	£
1956-57	..	..	144	3,952
1957-58	..	..	71	1,745
1958-59	..	..	230	5,374
1959-60	..	..	211	8,225
1960-61	..	..	220	6,537

(b) Summary of Trading Results for the Year Ended 31 March 1961

Expenditure			Revenue		
	£	s. d.		£	s. d.
Purchase of copra ..	6,537	3 9	Sale of copra ..	14,110	16 2
Sacks and twine ..	317	12 9	Fares and freights ..	1,158	0 4
Stevedoring ..	403	19 3			
Reconditioning ..	217	9 6			
Charter fees ..	3,688	7 2			
Allowances ..	239	0 0			
Transport ..	141	15 0			
Launch hires ..	37	10 0			
Advertising ..	10	18 6			
Miscellaneous ..	80	2 1			
Commission ..	720	0 0			
Copra duty ..	1,340	10 6			
Copra reserve ..	683	2 5			
Net proceeds ..	861	5 7			
	£15,268	16 6		£15,268	16 6

(c) Imports (Showing (i) Specific Items and (ii) Total Imports)

(i) Specific Items, i.e., Popular Lines			1959-60		1960-61	
			Quantity	Value (at Tokelau)	Quantity	Value (at Tokelau)
				£		£
Flour ..	..	..	15½ tons	710	17 tons	1,010
Sugar ..	..	..	4 tons	276	2½ tons	237
Rice ..	..	..	8 tons	787	3½ tons	567
Kerosene ..	..	..	1,176 gal	352	1,100 gal	350
Tobacco ..	..	..	264 lb	185	390 lb	390
(ii) Total imports ..	..	..	..	3,800	..	4,000

PART III: SOCIAL CONDITIONS

A. General

The isolation and limited economy of the Tokelau Islands combine to produce simple living patterns and freedom from many social problems.

Society is centred on the family group to a large extent, village affairs being conducted by a council of elders, comprising representatives of the families, which exerts influence on the village labour force. In this way the traditional form of patriarchal authority has persevered to regulate Tokelau society.

B. Human Rights and Status of Women

As the Tokelau Islands are part of New Zealand, provisions relating to human rights which obtain in the metropolitan country apply also in the Group. In this way the rights and freedoms of the inhabitants are ensured by law, irrespective of race or sex. A restriction of the right to leave the Group was introduced by the Tokelau Islands Departure Regulation 1952, under which residents of the Group over the age of 12 years must obtain a permit from the Administrator before departing from the islands. This measure was introduced solely as a safeguard for the islanders themselves, to ensure that only those islanders who have an adequate knowledge of English and who are capable of living in a European environment may proceed to New Zealand. Reinforcing statute law, local custom and usage also guarantee the rights of the individual, no discrimination being made between men and women. It is the declared policy of the New Zealand Government that the general provisions of the Universal Declaration of Human Rights should be applied to the Group so far as is compatible with the needs of the people and the conditions peculiar to the small and separate atolls which constitute the Tokelau Islands.

C. Labour and Employment

Copra production and the manufacture of plaited ware and woodwork are the only industries in the Group, and no supervision of employment conditions in these industries is necessary. On receipt of advice of an impending trading call, copra is cut, dried, and bagged in preparation for shipment, and, although as much notice as possible is given of a shipping visit, work during the weeks preceding a call is, owing to the particular circumstances, carried on under pressure. Between trading calls the people devote their labour to procuring food from lagoon, ocean, or plantation, to village maintenance, and to the production of woven mats, fans, and curios. Some islanders have taken up work in Western Samoa, thereby experiencing a different style of living and participating in a much more advanced type of economy.

Unemployment, sweated labour, and exploitation are unknown in the Tokelau Islands, where adequate security and safeguards against oppression are provided by the social structure.

D. Housing Conditions

Tokelau housing is constructed of tauanave and pandanus timbers with walls and roofs of plaited pandanus. Unlike the Samoan fale, Tokelau houses have gabled roofs—a style introduced when the Group was administered together with the Gilbert and Ellice Islands.

The villages in the group are well laid out, but some overcrowding is now evident. To alleviate this some 40 families on Fakaofu have been resettled on the neighbouring islet of Fanuafala, and the people of Nukunono are cultivating and preparing a small adjacent islet for habitation.

E. Welfare and Relief

The question of poor relief has not arisen in the Tokelau Islands, and will not so long as there is sufficient land available. Respect for aged people is firmly embedded in the social system of the islanders, and there is an accepted family responsibility to provide food and accommodation for the aged and indigent.

Village women's committees, consisting principally of married women, assist the nursing staff in matters relating to infant care and child welfare.

F. Crime Prevention

The police establishment in the Group comprises seven Tokelau officers—three in Fakaofu, and two each in Atafu and Nukunono. A chief policeman is in charge of each island.

Apart from petty offences, there is little crime in the Group. There are no prisons. Punishment takes the form of labour which is directed to assist with public works, but there is little restraint on personal conduct during a period of sentence.

G. Public Health

The medical services of the Group are administered from Western Samoa, and regular visits to each atoll are made by European medical officers. A Samoan medical practitioner is now stationed at each island of the Group. Other medical staff, consisting of Tokelauan staff nurses and nurse aides trained in Western Samoa, are distributed throughout the Group. In addition, each atoll has an active women's committee, which deserve credit for their work in village health and sanitation matters. Sewage disposal is satisfactory, with latrines sited over the water.

Although to Europeans the diet of the Tokelau people seems restricted in variety, medical reports indicate that the nutrition and health of the people are maintained at a reasonably high standard.

Sickness in the Group is mainly attributable to yaws and filaria, although in neither case has the position ever become serious. Skin diseases resulting from the limited supply of fresh water available for washing purposes are reasonably common in the Group, but are kept fairly well under control. There is a certain amount of eye trouble, partly due to irritation caused by sand and water which enters the eyes during fishing operations, and partly to the effects of sunshine glare from lagoon and ocean.

In March 1961 the World Health Organisation sent a party of doctors and technicians to attempt Tb tests throughout the Group, but because of adverse weather conditions landings in the Group were not possible and the campaign had to be abandoned. Another attempt is to be made later in 1961.

In April 1960 Doctor M. Laird, Professor of Parasitology at McGill University, Canada, visited the Group to study the results of a biological and chemical mosquito-control experiment which he and Professor D. H. Colless of the University of Malaya undertook in 1958 for the World Health Organisation. Dr Laird's report has not yet been received but he has stated that the results are very encouraging.

H. Community Development

The population of the Tokelau Islands is divided into three groups, each of which forms a single cohesive unit embracing all the people on each of the atolls. There is no community development project or programme as such in operation in the Group, but the communal organisation of the villages is recognised and utilised in promoting improved standards. The Faipule and council of elders on each island cooperate with the Administration in projects such as the resettlement of the villages on Fakaofu and Nukunono. The provision of free unskilled labour for constructing hospital and other buildings, roading, etc., is a recognised means of self-help.

The need for the formal organisation of community development does not exist, and if it does become necessary in the future the small scope of the operations would make it unnecessary to set up a separate administrative organisation. No formal training has been given to officers of the Administration or voluntary workers in community development.

PART IV: EDUCATION

Attendance at all schools in the Group is very close to 100 per cent, parents being most enthusiastic and supporting the schools wholeheartedly. The standard of education and work on both Fakaofu and Atafu has been raised appreciably with the establishment of Government schools staffed with trained teachers. The mission school at Nukunono, which is conducted by a European priest and a European nun, has, however, maintained a level of education equal to that of the Government schools. In this school it is particularly pleasing to see boys making full use of woodworking tools supplied by the New Zealand Government.

All the schools in the Group make full use of the radio sets with which they are equipped. These sets have played an extremely important part in the raising of standards, and the educational broadcasts of the Western Samoa Education Department are closely followed. The *Teacher's Monthly Guide* and the New Zealand and Samoan Journals have also greatly assisted.

There are now 16 trained teachers in the Group, all Tokelau Islanders. The policy of taking Tokelau students into the Western Samoa Teachers' Training College in order to build a cadre of Tokelau teachers has shown definite results and the Tokelau children are now taught by teachers of their own race. Tokelau teachers are regularly brought to Western Samoa for refresher courses and now each year one Tokelau teacher is sent to New Zealand to attend a four-month observation course of schools and teaching methods in New Zealand. This scheme strengthens the ties between New Zealand and the Tokelau, broadens the knowledge of the children, and ensures that the teachers themselves do not stagnate.

An official of the Education Department, Western Samoa, inspected the schools in May and reported them to be operating satisfactorily and of a standard equal to that of the village schools in Samoa.

Tokelau scholarship pupils are:

- Two girls at St. Mary's Convent, Western Samoa.
- Three boys at Avele Agriculture College.
- Four boys at Central Medical School, Fiji.

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