

1948
NEW ZEALAND

COOK ISLANDS

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

MEMORANDUM

Wellington, 31st August, 1948.

I SUBMIT the report of the Administration of the Government of the Cook Islands, including Niue, for the year ended 31st March, 1948.

In respect of the islands other than Niue, the successful inaugural session in November, 1947, of the Legislative Council of the Cook Islands, to which reference was made in last year's report, gave every indication that the establishment of this body will prove a valuable means of assisting the forward progress of the Cook Islands people.

In respect of Niue, trade has again shown a substantial increase, the values of imports and exports reaching new record levels for the Island.



Minister of Island Territories.

REPORT

COOK ISLANDS (EXCEPT NIUE)

PART I.—GENERAL INFORMATION

I. GEOGRAPHY

THE Cook Group (excluding Niue) comprises fifteen islands of a total land area of approximately 100 square miles, scattered over some 850,000 square miles of ocean extending from 9 degrees south to almost 23 degrees south and from 156 degrees west to 167 degrees west.

Niue Island is within the boundaries of the Cook Group, but because of its geographical position has been administered separately since 1903 and is specially referred to in the latter part of this report.

The Cook Islands other than Niue fall naturally into two Groups—the Southern or Lower Group, and the Northern Group. The Lower Group consists of eight islands, of which Rarotonga, Aitutaki, Atiu, Mitiaro, Mauke, and Mangaia are inhabited and produce citrus fruit, copra, and other products. Of the remaining Lower Group islands, Takutea is uninhabited but produces copra, while Manuae is privately leased and is worked as a copra plantation.

The Northern Group islands, of which Penrhyn and Manihiki are the most important, include also Rakahanga, Pukapuka, and Palmerston, which are inhabited, and Suwarrow and Nassau, which are normally uninhabited. All are low-lying coral atolls with little if any soil and the main produce is copra. Pearl-shell is obtained in fair quantity from the lagoons at Penrhyn and Manihiki.

The whole Group lies within the hurricane belt and a number of destructive storms has been experienced in the hurricane seasons, which extend from January to March. Considerable damage to buildings and plantations was caused by such storms in February, 1935, March, 1943, and January, 1946. There were no serious storms in 1947 or in the hurricane season just ended. The whole of the area of the Cook Islands is covered by a meteorological service with headquarters in Fiji and advance warning of the intensity and path of tropical storms is now available and enables precautions to be taken to protect life and property. Apart from the summer months, when it is usually hot and humid, the climate in the Lower Group islands is mild and equable. The average temperature in Rarotonga for the last thirty-seven years was 74·7° F., and the average annual rainfall for the same period was 83·8 in.

Rarotonga, the seat of Administration of the Cook Islands, is 1,633 nautical miles from Auckland. The centre of the island consists of a number of high hills of a rocky and rugged nature. There are numerous creeks and streams with fertile valleys and flat lowlands. A reticulation system supplies water to all villages. The other islands of the Group, both Southern and Northern, suffer from a lack of streams and wells and are mostly dependent on rain-water stored in tanks. Although new tanks are being built as far as the availability of materials and other circumstances permit, additional water-storage capacity is still required throughout the Group.

At 31st March, 1948, the Native population of the Group was estimated at 14,145. With the addition of 4,289 in Niue, the total Native population of the Cook Islands was 18,434. The European populations were 311 and 29 respectively, giving a grand total of 18,774.

2. POPULATION

The areas and estimated population of the islands of the Group as at 31st March, 1948, are shown in the following table:—

Island.	Area.	Population.				Total.
		Males.		Females.		
		European.	Native.	European.	Native.	
	Acres.					
Rarotonga	16,500	166	2,714	91	2,578	5,549
Mangaia	17,500	7	910	2	952	1,871
Mauke	4,600	6	322	3	442	773
Mitiaro	2,500	..	95	..	125	220
Atiu	6,950	6	687	6	588	1,287
Aitutaki	3,900	7	1,282	3	1,216	2,508
Palmerston	1,000	..	34	..	33	67
Pukapuka	1,250	6	335	1	332	674
Manihiki	1,250	4	214	1	235	454
Rakahanga	1,000	2	168	..	155	325
Penrhyn	4,000	..	369	..	331	700
Manuae	1,524	..	18	..	10	28
Takutea	302	..	..	..	..	..
Nassau	300	..	..	..	..	..
Suvarrow	600	..	..	..	..	..
	..	204	7,148	107	6,997	..
Totals	63,176	7,352		7,104		14,456

Cook Island labourers absent in Makatea on the same date:—

From Rarotonga	202
From Mangaia	65
From Mauke	60
From Mitiaro	25
Total	352

3. HISTORY

Some of the islands of the Lower Group were discovered in 1773 by Captain Cook, who first touched at Manuae. Rarotonga, Mauke, and Mitiaro, however, were not recorded by Europeans until 1823, when the Rev. John Williams, of the London Missionary Society, located them. The Cook Islands became a British Protectorate in 1888, and in 1901 were annexed to the British Empire and proclaimed part of New Zealand.

4. PEOPLE

The Cook Islanders are Polynesians and are referred to as Maoris. Their kinship to the New Zealand Maoris is very close and their language is only slightly different from that spoken by their cousins in New Zealand. Census figures disclose that the people are steadily increasing in number. The total population (including Europeans) rose from 8,518 in 1906 to 10,081 in 1926, and then to 14,519 recorded in the last census in 1945. Of the latter total, only 231 were Europeans.

The Natives are all professed Christians, adhering to the churches conducted by the London Missionary Society, the Roman Catholic Mission, and the Seventh Day Adventist Mission.

5. GOVERNMENT

The Cook Islands are within the boundary of the Dominion of New Zealand and provision is made for their government by the Cook Islands Act, 1915. Under this Act there is appointed a Resident Commissioner charged with the administration of the executive government of the Cook Islands. The Resident Commissioner resides in Rarotonga and is represented in the outer islands by Resident Agents. The Native inhabitants of the islands are British subjects.

Popular representation is effected by the Island Councils in each of the ten main islands, each Council consisting of *ex officio* members (officials and arikis, or leading chiefs) and elected members. Elections were first held in March, 1947, and will henceforth be conducted triennially in each constituency, the franchise extending to all Natives who are British subjects of eighteen years of age or over. The Resident Commissioner in Rarotonga and the Resident Agents in the outlying islands preside over the respective Island Councils. Previously to 1947, Island Councils consisted of the Resident Commissioner or Resident Agent, the arikis, and a number of nominated members.

Europeans are represented by one elected member on the Rarotonga Island Council.

The Cook Islands Amendment Act, 1946, under which these Island Councils were reconstituted, also provides for a Legislative Council of the Cook Islands. This Legislative Council consists of ten unofficial members elected by Island Councils, and ten official members of the Cook Islands Public Service appointed by the Governor-General, with the Resident Commissioner as President. At meetings of this Council the Resident Commissioner has a casting but not a deliberative vote. Following the prescribed elections and official appointments, the inaugural session of the Council commenced on 5th November, 1947. In the unavoidable absence of the Right Hon. the Prime Minister, the Government of New Zealand was represented by the Secretary of Island Territories at the opening session, when messages from His Excellency the Governor-General, the Right Hon. the Minister of Island Territories, and his Parliamentary Under-Secretary were received and read.

The first session of the Council continued until 25th November and a wide range of subjects was discussed. Standing Orders for the Council were adopted and two Ordinances were passed.

The establishment of the Legislative Council and the successful first session mark an important stage in the political progress of the Cook Islanders.

Laws governing the Cook Islands are made by Act of the New Zealand Parliament or by Orders in Council and regulations issued thereunder. Ordinances applicable to the whole of the Cook Islands may be made by the Legislative Council of the Cook Islands, subject to certain statutory restrictions. These Ordinances require the assent of the Resident Commissioner, and may be disallowed either wholly or in part by the Governor-General within one year after the assent of the Resident Commissioner has been given. Ordinances restricted in their application to the islands in which they are made may be enacted by the local Island Councils. These local Ordinances require the consent of the Resident Commissioner, or they may be reserved for the signification of the Governor-General's pleasure.

The following Legislative measures with effect in the Cook Islands have been enacted since the last report :—

In New Zealand—

- The International Air Services Licensing Act, 1947.
- The International Air Services Licensing Regulations 1947/67.
- The Cook Islands Legislative Council Regulations 1947.
- The Cook Islands Industrial Unions Regulations 1947.
- The Cook Islands Police Regulations 1947.
- The Cook Islands Native Appellate Court Rules 1947.
- The Emergency Regulations Revocation Order No. 7, 1947.
- The Cook Islands Applied Regulations Order 1947.
- The Cook Islands Trade Dispute Intimidation Regulations 1948.
- The Cook Islands Customs Duties Order 1948/50.

Ordinances of the Cook Islands, made by the Legislative Council of the Cook Islands—

The Mosquito Control Ordinance 1947, No. 1.

The Copra Ordinance 1947, No. 2.

Local Island Ordinances—

The Mangaia Ordinance 1947, No. 11, made in February, 1947, was disallowed by the Governor-General.

6. SOUTH PACIFIC COMMISSION

Steady progress was made during the year in the preliminary organization of the South Pacific Commission. The broad objective of the Commission is the economic and social advancement of all the islands people of the South Pacific and the prosecution of scientific research under a wide common plan of regional co-operation, and many particular projects of vital interest to the people of the Cook Islands are already envisaged.

7. JUDICIAL ORGANIZATION

The judiciary comprises a High Court, a Native Land Court, and a Native Appellate Court. The High Court exercises civil and criminal jurisdiction throughout the Cook Islands, and the Native Land Court is concerned largely with litigation on lands and titles. The High Court consists of a Judge and two Commissioners in Rarotonga and the Resident Agents in their capacity of Commissioners in the outer islands. There are two Judges of the Native Land Court (the senior Judge being also the Judge of the High Court), but there are no Commissioners at the present time.

The Native Appellate Court was established by the Cook Islands Amendment Act, 1946. This Court will sit in the Cook Islands and will hear appeals and applications for rehearings. Previously, appeals were to the Supreme Court of New Zealand, and in practice Natives were usually unable to exercise their right of appeal on account of the expense involved. Rules of the Appellate Court were gazetted during the year, and arrangements are in train for the first sitting.

High Court actions during the last five years are summarized as follows:—

—	1943-44.	1944-45.	1945-46.	1946-47.	1947-48.
Civil judgments: Rarotonga	50	60	35	51	42
Divorces granted: Whole Group	26	15	13	20	9
Criminal convictions: Rarotonga	1,360	1,401	1,195	1,179	1,762

Although there were numerous cases of assault, there was no recurrence of the more serious crimes dealt with in the previous year. Approximately 1,200 of the actions brought were for offences under legislative provisions governing the manufacture and sale of intoxicating liquor.

A summary of Native Land Court proceedings for the last five years is as follows:—

—	1943-44.	1944-45.	1945-46.	1946-47.	1947-48.
Applications heard	165	124	169	123	244
Orders made	161	115	159	99	192
Applications outstanding—					
Rarotonga	389	401	454	502	589
Outer Islands	702	738	838	858	988

Most of the outstanding applications relate either to investigation of titles or determination of rights of succession. A limiting factor on Native Land Court work is the necessity for surveys, and steps have been taken to secure additional survey staff. During the year, the Native Land Court spent a considerable period in Aitutaki dealing with claims for compensation for land taken for the airstrip there. As work in respect of the Penrhyn airstrip still remains to be done, it is hoped that the Court will be able to visit Penrhyn in the new year.

8. PUBLIC SERVICE

The chief administrative services of Treasury, Customs, Justice, Agriculture, Health, Education, and Public Works are directed by officers recruited largely from New Zealand to the Cook Islands Public Service.

Apart from such key positions, however, the bulk of the personnel of the Service are Natives, and it is the objective of the Administering Authority to staff the Service, as far as possible, from local sources, the only limiting factor being the necessity for a higher standard of education and ability in the more responsible positions.

PART II.—SOCIAL CONDITIONS

9. LABOUR AND EMPLOYMENT

There is wide variation in types of employment in the different islands. On the barren atolls in the Northern Group the Natives subsist largely on coconuts and fish, and there is little opportunity for them to engage in other pursuits which would provide exports and a consequent higher living standard. In the pearl islands of Manihiki and Penrhyn, numbers are employed in diving for shell, which they find more profitable employment than wresting a living from the land. It is in the fertile islands of the Southern Group that most of the population is concentrated, and labour is required for the growing, harvesting, packing, and shipment of fruit and copra, the staple exports on which living standards depend. As most of the land in these islands is held by family groups under customary title, the bulk of the people are engaged in work on their own plantations. There is, however, opportunity for wage-earners in the administrative Departments, in plantation work, and in the handling of fruit for export.

Wage standards are fixed for all types of such work following the sittings of the special Wages Tribunal in 1946, referred to in the annual report for last year. Further progress in the field of employment relations has been initiated by the passing of the Cook Islands Industrial Union Regulations 1947, resulting in the registration on 12th July, 1947, of the Cook Islands (Except Niue) Industrial Union of Workers. This union embraces all classes of workers, many being engaged in different kinds of employment from time to time according to the labour demand. The union is affiliated to the New Zealand Federation of Labour. Membership is not compulsory for any worker, and there is at present no provision for preference in regard to employment being given to union members.

Provision is made in the regulations for the settlement of industrial disputes by conciliation or, failing voluntary settlement, by decision of an Industrial Relations Officer appointed from the Cook Islands Public Service. Appeal from such decisions is to an Industrial Magistrate appointed by the Minister of Island Territories for the purpose.

Basic wage-rates for labourers range from 7s. to 9s. per day, and for more responsible work up to 18s. per day.

During the year the only industrial trouble centred on the waterfront, where certain difficulties arose between groups affiliated to the new union and other organizations actuated by sectional interests.

Concurrently with the development of unionism, a body known as the Cook Islands Progressive Association, which had been formed earlier in Auckland primarily for the purpose of looking after the interests of Cook Islanders in New Zealand, became

politically active in Rarotonga and later extended its activities to the outer islands. For some time the Cook Islands Progressive Association, many of whose non-political objectives are in themselves excellent, has attempted to dominate the labour scene and to impose unilateral decisions on employers and workers alike. The association has been particularly antagonistic towards the union, and a jurisdictional struggle centred in the main around waterfront work has developed. This has been carried on by the Waterside Workers' Association, a section of the Cook Islands Progressive Association.

On the December voyage of the "Maui Pomare" work at Rarotonga was considerably impeded by the dispute, and at Aitutaki no work at all could be done due to the uncompromising attitude of the Waterside Workers' Association. Matters were brought to a head when on the arrival of the "Wairuna" early in March the Waterside Workers' Association established picket lines around the wharf area and succeeded in preventing any work proceeding. It was intimated that similar action would be taken on the arrival of the "Wairata" later in the month. As this vessel was carrying large quantities of supplies which were much needed in the Group, the Government considered it imperative that the vessel be unloaded. Accordingly, to ensure that law and order were maintained and that *bona fide* waterside workers were not prevented from carrying out the work of unloading, a party of New Zealand police was sent forward as a precautionary measure to strengthen the local Police Force. At the same time the Cook Islands Trade Dispute Intimidation Regulations, which had been under consideration for some time, were brought into force, thus enabling action to be taken if required to prevent a trade dispute assuming serious proportions.

The presence of the police party and their tactful behaviour averted any incidents, and waterfront work has since proceeded without interference. By Government direction, labour for waterfront work has been called on each occasion from lists of *bona fide* waterside workers, irrespective of their affiliation with either the union or the Waterside Workers' Association. On and after the "Wairata" call, however, members of the association have refrained as a body from accepting wharf work, and this position still obtains. The New Zealand Federation of Labour has appointed a delegation to investigate industrial relations in the Cook Islands and to endeavour to reach an amicable settlement of current disputes.

Although there have been attempts in some quarters to misinterpret the Government's position in the matter of labour relations, the sole object of the action taken has been to bring all sections of the community into reasonable harmony and to ensure that the islands as a whole do not suffer from the actions of any irresponsible and unreasonable group.

10 MIGRATORY LABOUR

The British Phosphate Commission recruits labourers in the Cook Islands for work in the phosphate island of Makatea, in the Society Islands. On 31st March, 1948, a total of 352 men were absent in Makatea.

Employment in this work is popular on account of the relatively high wages, and a great proportion of the workers seek re-employment. Contracts are individual and on an annual basis. Workers are medically examined before departure and on their return, and a portion of their wages is compulsorily allotted either to their dependants or by means of savings accounts. The Cook Islanders have proved themselves very good workers and have contributed in a substantial manner to the development of the production of phosphates so urgently needed in New Zealand and Australia for primary production.

There is no movement of migratory labour into the Group. Some migration occurs from the less-fertile islands of the Northern Group to Rarotonga and other islands of the Southern Group.

II. PUBLIC HEALTH SERVICES

Although lying within the tropics, the Cook Islands are singularly free from the common diseases prevalent in other tropical lands. Malaria is also unknown, but filariasis is endemic, and this and tuberculosis provide the main health problems of the Group. The objective of the health services, to improve the health of the community, is being pursued by a system of village sanitary inspection and group medical examination, combined with modern treatment of disease in dispensary, clinic, hospital, and sanatorium.

The health services are headed by a Chief Medical Officer, and include another European Medical Officer, seven Assistant Medical Practitioners (Native), and six Mosquito Inspectors. Hospital and sanatorium staff include two European Matrons, three European Sisters, and a number of trained Native nurses.

The Chief Medical Officer has his headquarters in Rarotonga, and Assistant Medical Practitioners are stationed in Rarotonga (2), Aitutaki (1), Atiu (1), Mangaia (1), Manihiki (1), and Penrhyn (1). The other islands are supplied in most cases with Native Nurses, but are regularly visited by Medical Officers from Rarotonga.

A general hospital and a tuberculosis sanatorium are maintained in Rarotonga. In the outer islands, dispensaries with accommodation for a few patients are operated by the Assistant Medical Practitioners.

All Natives receive free medical and surgical treatment in their villages, in hospital, and in the sanatorium. All school-children and all Native in-patients at the hospital and sanatorium receive free dental treatment.

The training of personnel to allow for steady expansion of the health services proceeds satisfactorily. Three students are at present training at the Central Medical School, Suva, for positions as Assistant Medical Practitioners, and, of these, two are expected to graduate at the end of 1948 and then be available for service in the outer islands. One Native nurse completed training in Rarotonga during the year, while eighteen others are still undergoing the course. One Native boy is being trained as a dispenser and another as a laboratory technician.

A child-welfare organization covering all phases of maternity and child-welfare work operates in Rarotonga, Mangaia, and Aitutaki under the supervision of the Chief Medical Officer. The organization is controlled by a European Sister in Rarotonga, assisted by trained Native nurses in Mangaia and Aitutaki.

Regular clinics were held during the year and periodical lectures were given to the Child Welfare Committees in each village. Interest in the work was stimulated by a series of baby shows and inter-village competitions.

Little systematic school-hygiene work was done during the year, but one survey of 1,145 children was made. Height and weight tables were compiled from the survey of this group and other data on nutrition and hygiene were recorded.

The general health of the people throughout the Group was satisfactory during the year, except for the continued high incidence of tuberculosis and an epidemic of whooping-cough which swept the lower age groups from April to July. Apart from the maintenance of the sanatorium to effect remedial measures, active steps were taken to locate and isolate fresh cases of tuberculosis and attention given to preventive steps by way of improving diet and living-conditions. The whooping-cough epidemic was widespread and the mortality rate, although not accurately assessed, was estimated to be high. The age group from one to five years was the group which sustained the maximum degree of infection, and the infant-mortality table reflects the serious effects of the epidemic in the lower ages.

The endemic disease of filariasis is being countered by mosquito-control measures, and the activities of the six Inspectors engaged in this work in Rarotonga were extended to the other islands.

A minor outbreak of paratyphoid fever occurred during the year. In this connection, steps are being taken to overhaul the arrears of work in improved water-supply and soil sanitation resulting from the dislocation of the war years.

In the field of nutrition, food-supplies were adequate and a relative shortage of imported foods during the hurricane season was beneficial, in that it caused more reliance to be placed on native foods.

The examination of vessels entering the Group was carried out in the usual manner. The entry of children under sixteen years was restricted earlier in the year because of the spread of whooping-cough, and later on, with the increase in poliomyelitis in New Zealand, the restriction was extended to all children up to eighteen years of age. Concurrently, periods of surveillance were imposed on all adult persons entering the Group. All incoming aircraft were inspected and disinfected.

Statistics of the Rarotonga Hospital for the past five years are tabulated hereunder :—

—	1943-44.	1944-45.	1945-46.	1946-47.	1947-48.
In-patients	570	446	469	638	664
Out-patients	8,574	8,603	6,895	9,029	8,812
Visits	1,382	1,374	1,145	2,016	2,241
Anæsthetics—					
General	42	52	30	99	73
Local	152	336	377	53	*
Operations—					
Major	9	101	26	43	43
Minor	254	467	440	109	119
Confinements	30	63	43	29	30
X-rays	31	39	77	248	*

* Not available.

The daily average number of patients at the hospital was 29·5 and the average length of stay 16·7 days. There were 36 admissions to the sanatorium and the daily average number of patients was 10·8.

12. DENTAL SERVICES

This Department is operated by a European Dental Officer and two Native dental nurses. During the year, all the schools in the Lower Group islands were visited and the children examined. In practically every school, treatment over a period was given. Some of the schools in the outer islands had not been visited by a Dental Officer for two years and a considerable amount of work was necessary. In order to provide regular dental services in the outer islands, the dental staff is now being expanded by bringing cadets to Rarotonga for training. At 31st March three cadets were in training, and a further two were due to commence training early in the new year. To handle the training programme an additional building is being converted for use as a clinic and extra equipment has been obtained. Dental health education has commenced with the issue of pamphlets in Maori and English.

Comparative statistics for the last five years as set out below indicate the expansion in the dental service :—

—	1943-44.	1944-45.	1945-46.	1946-47.	1947-48.
Extractions	1,130	1,533	1,713	828	2,482
Fillings	1,964	1,382	915	489	1,893
Miscellaneous—prophylactic and miscellaneous treat- ments, cleaning, scaling, &c.	37	38	239	1,622	2,266

13. COST OF HEALTH SERVICES

The expenditure on all health services during the past five years has been as follows :—

—	1943-44.	1944-45.	1945-46.	1946-47.	1947-48.
Amount expended	£10,116	£16,202	£31,429	£25,176	£29,398
Population	14,150	14,506	15,005	14,821	14,456
Amount per head	14s. 4d.	£1 2s. 4d.	£2 1s. 11d.	£1 14s. 0d.	£2 0s. 8d.

14. VITAL STATISTICS

Deaths (Cook Islanders) at Different Ages, Year ended 31st March, 1948

	Number of Deaths.	Percentage of Total Deaths.
Under 1 week	27	6.13
1 week to 1 month	30	6.82
1 month to 3 months	32	7.27
3 months to 6 months	22	5.00
6 months to 12 months	60	13.64
1 year to 2 years	34	7.73
2 years to 3 years	14	3.18
3 years to 4 years	9	2.05
4 years to 5 years	10	2.27
5 years to 10 years	29	6.59
Over 10 years	173	39.32
Totals	440	100.00

Deaths (Causes)

(NOTE.—Full routine notification of death was not established in Rarotonga until late in 1947 and is not yet established in the outer islands. Figures, with causes of death, are at present available only from three islands, and many deaths are recorded without any cause being attached.)

	Rarotonga.	Aitutaki.	Mangaia.
No cause given	85	5	4
Pulmonary T.B.	31	8	10
T.B. meningitis	4	1	..
T.B. peritonitis	2	..	4
Whooping-cough	13	10	2
Pneumonia	16	2	8
Cardiac failure	4	5	..
Coronary thrombosis	1	1	..
Rheumatic endocarditis	1	..	..
Microcytic anæmia	1	..	..
Gastro-enteritis	5	1	6
Peptic ulcer	1	..	1
Dysentery, unidentified .. .. .	..	5	..
Typhoid fever	1	..	1
Tetanus	3	3	..
Encephalitis	4	..	..
Epilepsy	1	2	..
Cerebral hæmorrhage	2	..	..
Convulsions	2	2	..
Cerebro-spinal meningitis	2	..	..
Disseminated sclerosis	1	..	..
Neonatal hæmorrhage	1	1	..
Still-born	8	..	2
Premature births	2	2	3
Malnutrition .. .. .	..	2	1
Pyæmia and septicæmia and toxic absorption	6	1	1
Accidental	2	1	1
Uræmia	1	..	..
Carcinoma	2	..	..
T.B. adentis	1	..	..
Ascariasis	1	..	..
Senility	5	7	5
Gas gangrene .. .. .	..	..	1
Septic abortion .. .. .	..	..	1
P.P. hæmorrhage .. .. .	..	1	1
Cr. nephritis .. .. .	..	..	2

Deaths of Children (Causes)

	Year.						
	First.	Second.	Third.	Fourth.	Fifth.	Sixth.	Sixth to Tenth.
Pulmonary T.B. .. .. .	..	..	..	2	..	..	4
T.B. meningitis .. .. .	..	2	..	2	..	..	1
T.B. peritonitis .. .. .	..	1	..	1	..	..	1
Encephalitis .. .. .	..	..	2	..	..	..	..
Gastro-enteritis	6	4	1	..	..	..	..
Toxæmia	1	..	..	..	..	..	..
Pneumonia	12	4	1	..	..	..	1
Whooping-cough	22	3	1	..	..	..	..
No cause given*	65	6	12	2	3	1	4
Hæmorrhage	2	..	..	..	..	..	..
Accidental	1	..	2	..	..	..	1
Pyæmia .. .. .	..	..	1	..	..	..	..
Tetanus	3	..	1	..	..	..	..
Prematurity	7	..	..	..	..	..	..
Convulsions	2	2	2	..	1	..	1
Ascariasis .. .. .	..	..	..	..	1	..	..
Still-born	10	..	..	..	..	..	..
Malnutrition	1	2	..	..	..	..	..
Dysentery	1	1	1	1	..	..	..
Toxic absorption filariasis .. .. .	..	..	..	..	..	..	1

* Forty-four of these children died during the whooping-cough months of April to July.

Infant Mortality (Comparative Table)

Year.	Total Number of Deaths under One Year.	Total Number of Births.	Death-rate per 1,000 Births.
1938-39	58	536	108·22
1939-40	50	504	99·2
1940-41	40	541	73·92
1941-42	74	553	123·27
1942-43	78	599	130·18
1943-44	68	525	129·45
1944-45	63	564	111·7
1945-46	65	567	114·59
1946-47	81	574	141·1
1947-48	171	635	269·29

15. POLICE FORCE

The conduct of the Force has been good. Statistics of criminal prosecutions appear in figures quoted earlier for actions in the High Court and in the separate following reports on the outer islands.

The Cook Islands Police Regulations made during the year provided for long-service and good-conduct medals for Police officers.

A party of twelve New Zealand police was brought to Rarotonga just prior to the close of the year for the purpose of ensuring that law and order was maintained in the event of the industrial disputes referred to previously tending to prevent the delivery of essential supplies. Half of the party have returned to New Zealand since the end of the year.

The Chief Officer of Police is also the Censor of Films appointed under a Cinematograph Ordinance. During the year, 194 films were submitted for censorship.

Details of the police establishment at 31st March, 1948, were as follows :—

—			Chief Officer.	Senior Sergeant.	Sergeants.	Constables.	Total.
Rarotonga	..	..	1	1	1	8	11
Aitutaki	..	..	..	..	1	6	7
Mangaia	..	..	..	..	1	5	6
Atiu	..	..	..	..	1	5	6
Mauke	..	..	..	..	1	3	4
Mitiaro	..	..	..	..	1	2	3
Manihiki	..	..	..	..	..	3	3
Rakahanga	..	..	..	1	..	2	3
Penrhyn	..	..	..	..	..	3	3
Pukapuka	..	..	..	..	..	3	3
Ten islands	..	..	1	2	6	40	49

PART III.—EDUCATIONAL CONDITIONS

16. OBJECTIVES OF EDUCATION SYSTEM

The immediate objective of the education system—to ensure that all the children growing up are literate and given a sound basis for the exercise of their natural intelligence—is practically achieved, and is being sustained by the progressive improvement of primary-school facilities. The broader objective and long-term aim of educating the community to a wider intellectual life and to the assumption of a greater degree of responsibility in the management of its own affairs is more difficult of attainment, largely because of the scattered and isolated geographical position of the Cook Islands. The difficulty is being overcome to a degree by the provision of scholarships for promising pupils in New Zealand schools, where eleven children are at present receiving higher education to fit them for responsible positions in their own land. The establishment of a secondary school in Rarotonga, at present under way, will also be helpful in this respect.

17. ORGANIZATION OF EDUCATION

Education in the Cook Islands is under the general supervision of the Officer for Islands Education in New Zealand, and is directed in the Cook Islands by an Education Officer assisted by European and Native teachers. The staff at present consists of 13 Europeans and 133 Natives, the Europeans being recruited from the teaching service in New Zealand.

Schools are conducted by the Administration (eleven schools), the London Missionary Society (seven schools), and the Roman Catholic Mission (six schools). Except for the one at Pukapuka, there are no Administration schools in the Northern Group islands, or at Mitiaro, in the Southern Group.

Subsidies are paid to the London Missionary Society to assist education in the Northern Group.

18. EDUCATIONAL ACTIVITIES

The following table shows the roll numbers at the various schools for each of the last five years:—

Island.	School.	Roll Numbers.				
		1943.	1944.	1945.	1946.	1947.
(a) GOVERNMENT SCHOOLS						
Rarotonga	.. Avarua (including European class)	415	432	437	502	503
	.. Arorangi	273	280	281	269	276
	.. Ngatangia	209	216	205	230	230
	.. Titikaveka	196	188	190	199	212
Aitutaki	.. Aarua	512	562	593	604	641
Atiu	.. Atiu	216	204	198	221	221
Mangaia	.. Oneroa	223	218	238	270	276
	.. Ivirua	105	106	138	146	160
	.. Tamarua	71	68	77	79	75
Mauke	.. Mauke	161	172	189	177	185
Pukapuka	.. Pukapuka	166	143	118	127	179
Totals	.. .. ..	2,547	2,589	2,664	2,824	2,958
(b) LONDON MISSIONARY SOCIETY SCHOOLS						
Mitiaro	.. Mitiaro	40	38	64	22	42
Manihiki	.. Tukao	18	22	18	19	20
	.. Tauhunu	54	52	44	45	77
Rakahanga	.. Rakahanga	64	64	64	114	102
Penrhyn	.. Omoka	89	89	122	115	81
	.. Tetautua	69	18	45	36	48
Palmerston	.. Palmerston	34	21	17	20	17
Totals	.. .. ..	368	304	374	371	387
(c) ROMAN CATHOLIC MISSION SCHOOLS						
Rarotonga	.. St. Joseph's Convent	162	169	165	165	193
Atiu	.. Atiu Catholic	61	58	59	71	68
Mauke	.. Mauke Catholic	46	43	37	41	46
Manihiki	.. Tukao Catholic	22	20	20	22	20
	.. Tauhunu Catholic	9	8	8	8	8
Rakahanga	.. Rakahanga Catholic	19	8	8	12	20
Totals	.. .. ..	319	306	297	319	355
Grand totals	.. .. ..	3,234	3,199	3,335	3,514	3,700

Attendances at Administration schools during the year have been satisfactory, although epidemics of whooping-cough and influenza necessitated the closing of schools for periods.

New Native-style class-rooms have been erected as follows: two at Ngatangia School, Rarotonga; two at Oneroa, one at Ivirua, one at Tamarua (all Mangaia); and one at Aarua School at Aitutaki. Rethatching and repairs have been carried out at all schools where required.

On the equipment side the shortage of blackboards has now been overcome, and attention has also been given to providing increased seating-accommodation. Teaching aids and apparatus, carpenter's and other tools, domestic-science equipment, sewing-machines, &c., have been supplied from New Zealand free of cost to the Administration. Films received on loan from the New Zealand National Film Library were shown throughout the year, and, in addition to the children, there have been encouragingly large attendances of adults.

Daily health inspections are carried out in all schools, and, where necessary, simple ailments are treated on the spot. Regular treatment given by the Dental Officer is effecting a general improvement in dental health. During the year a scheme for the provision of free milk in schools came into full operation in Rarotonga, and the children are deriving the expected nutritional benefit. The scheme is being extended to the outer islands as soon as materials are available.

Steady progress has been made on the project for the establishment of a Teachers' Training and Secondary School at Tereora, Rarotonga, to which will be admitted pupils from all islands of the Group. The site and building plans have now been decided on, and construction work is expected to proceed in the coming year.

Pending the establishment of the Tereora College, plans are in hand for early commencement of domestic-science training with Arorangi School as the centre and of woodwork training centred in Avarua.

Considerable progress has been made with the compilation of a Maori grammar and Maori vocabulary which will be the basis for Maori language text-books and readers. In addition, a new approach has been made to the teaching of English, and excellent results have been observed.

In furtherance of the scholarship scheme, three pupils went forward to New Zealand early in March, 1948, bringing the total number of Cook Islands scholarship pupils now at school in New Zealand to eleven. At the same time two Native teachers went forward under the scheme for short-term training in New Zealand schools.

Increased attention has been given to teacher training, and regular classes have been held in Rarotonga. At the final examination, seven teachers obtained a full pass and fifteen a partial pass in the Cook Islands Teacher's Certificate Examination, and eighteen teachers passed the student teacher's examination.

The Officer for Islands Education visited the Group in May, but owing to the outbreak of whooping-cough was able to inspect schools only at Mangaia, Atiu, and Mauke. The Education Officer visited both the Lower and Northern Group islands during the year.

19. CULTURAL INSTITUTIONS

No newspapers are published in the Group, the news being distributed by means of press sheets circulated by the Administration. Consideration is being given to the institution of a broadcasting service for the dissemination of news, official reports, and addresses of a cultural nature. A Museum Society has been formed for the preservation of ancient Native relics and the maintenance of Native art, culture, handicrafts, and legends.

Youth organizations include the Boys' Brigade and Girl Guides, both of which are popularly supported.

PART IV.—ECONOMIC CONDITIONS

20. NATURAL RESOURCES

The Cook Islands economy is centred on the natural products of the soil, which serve to sustain the inhabitants and to provide an exportable surplus adequate to meet their simple needs of clothing, European foods, and amenities. The fertile islands in the Southern Group produce quantities of oranges, tomatoes, and arrowroot for the New Zealand market, while copra is a staple product of all the islands. The export of pearl-shell from the Northern Group and the usual South Seas Native handicrafts of grassware (hats, baskets, and mats) and shell and coral curios give the Natives of the less-fertile islands the means to raise their natural living standards.

There are no secondary industries of any consequence, with the exception of an orange-juice factory in Rarotonga to take care of the by-products of the main orange-culture industry, and a clothing and footwear factory. Natural timber resources are limited, confined to the larger islands, and sufficient only to meet the needs of the people there. Fish are in fair supply as a supplementary food, but in quality and quantity the available species are not suitable for exploitation for commercial purposes.

21. LAND TENURE

Most of the land, apart from that used for Administration buildings and public works, is held by the Natives as "customary land" and passes from one generation to the next according to Native custom and usage. Disputes and claims to customary land are determined by the Native Land Court. As alienation of customary land is prohibited by law, the land remains in the family group and thus is perpetually available for the production of food crops for the family.

22. MARKETING

Oranges and copra, the two main crops exported, are purchased at prices fixed by the New Zealand Government. Tomatoes are purchased by the trading firms for sale in New Zealand at a time when the market there is bare of this fruit and prices are high. As the only regular shipping service is with New Zealand, practically the whole of the trade of the Cook Islands is with New Zealand.

23. AGRICULTURE

Further progress was made in Rarotonga with the re-establishment of citrus plantations, and a total of ninety-eight plots, covering an area of 82 acres, had been planted at 31st March, 1948. Sufficient applications are in hand to ensure that the full area of 100 acres envisaged in the scheme will be planted by the end of next March. Much of the work had evolved on the Fruit Control Department, which ensured that, irrespective of the owners' interest, all plots were properly cared for. Cover-crops were used extensively and turned in periodically by rotary hoes. Inspection of the plots has revealed that they are, generally speaking, very well advanced, and in several cases exceptionally so. Provided care and attention is maintained for another two or three years, it can now be predicted with certainty that large and increasing quantities of fruit will then become available for export. An additional spray machine was purchased during the year to cope with the expanded spraying programme.

In Aitutaki a total of fifty-eight plots had been planted by 31st March, 1948, and further plots were awaiting planting. Work on the plots suffered during the year through lack of skilled labour and supervision, but a programme to bring plots up to the standard required is now being carried out. Additional planting will then proceed. A rotary hoe is in use in Aitutaki for cultivating.

Orchard Instructors are being trained in anticipation of the extension of the citrus-replanting scheme to Atiu and Mauke in the coming year, and it is expected that one or more Instructors in general agriculture will be appointed to develop, *inter alia*, experimental and demonstration areas.

Extensive nurseries have been established in Rarotonga to provide the young trees required for the replanting scheme. At 31st March there were six of these with a total of ninety-one thousand plants in various stages of growth. Due to lack of expert supervision, the nursery already established in Aitutaki has not proved entirely satisfactory, and additional plantings have been made in Rarotonga to meet requirements of the outer islands.

The heavy citrus crop in 1947 is reflected in the statistics of shipments appearing in the trade section and in the reports on the individual islands. Shipping was made available during the year to handle practically all the fruit offering for export.

No bananas were exported during the year, but three banana nurseries were established in order to maintain a source of supply of shoots should the industry revive.

There was a much smaller total shipment of tomatoes than in the previous year, which was a record year for tomato exports.

The cultivation and export of arrowroot, mainly from Aitutaki, was well maintained. A shipment of 808 cases of pineapples was made from Mangaia. Extensive plantings of pineapples have been made in that island, and an increase in the crop is expected next year. Steps were taken to obtain a supply of shoots from Fiji for distribution in other islands.

In Rarotonga there was increased activity in the latter part of the year in the planting of native food crops due to lack of shipping in the last quarter leading the people to rely more on their own foods. In the outer islands, native food plantings were generally speaking adequate, and in some islands abundant crops were reported.

There is no organized breeding of live-stock, a few cows, goats, and horses sufficient only for the needs of the inhabitants being found in the Group. Meat is imported from New Zealand in frozen form. So far as forestry is concerned there are few marketable types of trees, but arrangements are being made for tree-planting to a certain extent to prevent soil erosion.

24. COMMUNICATIONS AND SHIPPING

The Cook Islands have a radio station at Rarotonga and eleven substations at outer islands. There is a regular air service through Rarotonga and Aitutaki to Samoa, Fiji, and New Zealand. There is also a regular shipping service with New Zealand and occasional calls by trans-Pacific vessels. Post and telegraph services are available in all the islands, and there is a telephone service in Rarotonga. Avarua, Rarotonga, is the main port, the roadstead there providing a reasonably safe anchorage in most weather for vessels of any size. Only small vessels are able to negotiate passages through the reefs of most of the other islands.

The N.Z.G.M.V. "Maui Pomare" was specially built for trade with the islands and continues to provide the mainstay of the transport connection with New Zealand.

Except for the normal period of annual overhaul at the commencement of 1948, this vessel maintained its regular service to the Cook Islands, and although a larger and faster vessel is necessary if the Group is to be fully developed, the "Maui Pomare" has proved invaluable in the absence of any other suitable ship. The 1947 citrus crop was a heavy one, and to assist in uplifting the cargoes of oranges and tomatoes offering, calls by other vessels were also arranged. In this manner there were loaded nearly 2,000 tons of export cargoes which it was beyond the capacity of the "Maui Pomare" to uplift.

A fortnightly air service between New Zealand and Rarotonga was maintained throughout the year. In November, 1947, the National Airways Corporation of New Zealand assumed control of the service, which had previously been operated by the Air Department. The air service has become increasingly popular, and during the early part of 1948 when, through lack of shipping, imported supplies in Aitutaki were practically exhausted very considerable use was made of it to ferry essential goods to that island. Although the fortunate lack of any untoward incident and the regularity of arrivals and departures have caused the efficiency of the service to be taken for granted, consideration of the length of the route flown entirely over open sea will give some appreciation of the organization and technical skill behind the service.

During the year preliminary flights were made by a French airline operating from New Caledonia to Papeete through other islands, including Aitutaki. If the projected commercial service is established between Papeete and Aitutaki, it will provide a welcome means of transport to Cook Islands people, many of whom have family connections in French Oceania. Commencement of a regular service has been delayed by damage to aircraft caused by a hurricane in New Caledonia.

Within the Group itself normal communications were maintained by two trading schooners for the greater part of the year. With a view to improving internal communications, consideration has been given during the year to the provision of a small Administration vessel for use entirely within the Group. Such a vessel would serve a useful purpose in an emergency and would also be a most valuable unit for official transport. A decision to provide such a vessel has been made since the end of the financial year.

25. POSTAL AND RADIO SERVICES

Financial and executive responsibility for the Postal and Radio Departments rests with the Cook Islands Administration, but close liaison is maintained with the New Zealand Post and Telegraph Department. The latter supplies European staff as required on secondment and also gives technical advice and assistance whenever required.

Post Office business in the outer islands is handled by the Resident Agents, but trained Native telegraphists are in charge of all outer islands radio substations, of which there are eleven in the Group.

The regular air-mail service from Rarotonga has become increasingly popular. A test check made towards the end of the year indicated an average despatch of between one thousand and one thousand five hundred letters each fortnight.

With the exception of two minor substations, radio communication within the Group was maintained with very little interruption throughout the year. Under a reconstruction programme which has been approved for Rarotonga Radio, new and up-to-date equipment is to be installed and new buildings and staff residences built. Although work on the site itself has commenced, the actual reconstruction is expected to extend over a considerable period. Meanwhile, owing to the great increase in all classes of traffic handled, which has severely overtaxed existing facilities, additional transmitting equipment was installed in the present station towards the end of the year.

Besides paid traffic, the radio service handles a considerable quantity of free messages, such as medical advice to the outer Group, weather reports, point-to-point traffic for aircraft, and press news. During the year a total of 931,524 words was handled, of which 322,318 words were paid traffic.

Comparative statistics for both Departments for the last five years are as follows :—

---	1943-44.	1944-45.	1945-46.	1946-47.	1947-48.
Money-orders issued	£106,883	£86,230	£98,483	£99,012	£146,404
Money-orders paid	£27,210	£23,024	£13,640	£32,800	£42,003
Post Office Savings-bank deposits ..	£40,689	£44,940	£45,929	£60,778	£63,910
Post Office Savings-bank withdrawals	£23,629	£26,470	£38,150	£57,105	£65,846
Number of depositors as at 31st March	3,173	3,676	4,145	4,489	4,914
Amount held to their credit	£57,333	£77,408	£87,020	£92,714	£92,946
Number of Native depositors	3,037	3,553	4,026	4,352	4,581
Amount held to their credit	£39,929	£44,780	£60,670	£59,368	£58,533
Number of radio messages handled	7,895	9,170	12,125	14,309	15,565

26. PUBLIC FINANCE

To meet expenditure, revenue is raised in the Cook Islands themselves, and the principal items at present are receipts from stamp sales, Customs import duties, and income-tax paid by taxpayers resident in the Group. With the addition of two local duties, the New Zealand Customs Tariff applies, and for Customs purposes the Group is treated as if it were part of New Zealand. Income-tax, as in New Zealand, also applies, and is collected through the Land and Income Tax Department. Apart from income-tax which may be payable in some cases, there is no direct taxation of the Native community.

Subsidies to cover the deficit on ordinary working are granted annually by the New Zealand Government, and, in addition, in recent years special grants have been made for particular purposes, mainly of a capital or development nature.

There are no banking facilities in the Group.

A comparative statement showing revenue and expenditure and subsidies, &c. for the last five years is set out below :—

Year.	Revenue Obtained in the Territory.	Expenditure of the Territory.	Deficit.	Subsidies and Grants from New Zealand.	Final Surplus or Deficit.
1943-44	£ 40,818	£ 59,798	£ 18,980	£ 27,000 General	£
1944-45	40,228	120,239	80,011	27,000 General 48,992 Airfield 3,477 Sanatorium	+8,020
1945-46	49,337	93,017	43,680	27,000 General 16,669 Sanatorium	-542
1946-47	73,999	107,530	33,531	7,289 General 939 Scholarships 275 Milk in schools 1,971 Road maintenance 425 Pensions 1,713 New residences 2,601 New bridges 3,100 Sanatorium	-11
1947-48	78,773	147,106	68,333	57,469 General 515 Residences 5,131 New roads and bridges 2,797 Maintenance, roads and bridges 716 Milk in schools 9 Reef survey 918 Sanatorium 1,278 Emergency air and shipping calls to relieve distress or serious illness 1,357 Scholarships 682 Radio reconstruction 119 War pensions	-15,218
					+2,658

NOTE.—Advance of £27,814 for electric-power scheme is not included in 1947-48 figures.

The following table gives details of revenue and expenditure each financial year for the past twenty years, together with expenditure on education, public health, and public works :—

Year.	Subsidies and Grants from New Zealand	Revenue Obtained in the Territory.	Expenditure of the Territory.	Amount spent on		
				Education.	Health.	Public Works.
	£	£	£	£	£	£
1928-29	17,857	20,313	37,994	9,631	8,724	3,814
1929-30	16,919	19,107	34,739	8,613	7,331	4,368
1930-31	17,483	22,888	37,852	9,499	4,658	4,905
1931-32	17,464	25,430	40,582	7,730	5,534	5,217
1932-33	13,850	27,458	40,896	7,891	8,482	2,724
1933-34	11,013	25,518	38,744	8,800	8,155	2,742
1934-35	11,343	26,468	41,430	8,115	8,965	2,163
1935-36	15,568	24,989	40,692	8,786	6,548	2,093
1936-37	13,816	30,268	42,713	9,318	9,179	3,307
1937-38	11,000	45,599	47,207	9,046	8,326	3,827
1938-39	22,112	27,967	58,016	9,306	12,380	5,995
1939-40	24,000	24,943	53,204	8,993	10,069	4,937
1940-41	24,000	26,889	48,345	9,332	10,940	3,709
1941-42	24,000	25,395	46,951	9,513	10,795	4,975
1942-43	19,000	29,748	47,857	8,989	10,370	2,967
1943-44	27,000	40,818	59,798	9,846	10,116	5,504
1944-45	79,469	40,228	120,239	10,707	16,202	10,153*
1945-46	43,669	49,337	93,017	15,035	31,429	8,230
1946-47	18,313	73,999	107,530	19,796	25,176	18,874
1947-48	70,991	78,773	147,106	25,644	29,398	33,147

* Excludes expenditure on airfield, £48,992.

27. TRADE

In the 1947 calendar year the value of both imports and exports reached record level, but this is undoubtedly the result of the general upward movement of prices rather than a quantitative increase. For the year, imports were valued at £253,243 and exports at £158,525, giving a total trade of £411,768.

Foodstuffs comprised 33 per cent. of the imports and piece-goods and apparel of all kinds 14.3 per cent. For the 1946 year, respective percentages were 36.9 and 17.5.

A large citrus crop brought exports of oranges to a higher level than the average for recent years. The price of copra has increased further and is now at a record figure of approximately £56 per ton f.o.b. Establishment and expansion of the local clothing-factory has resulted in a notable growth in exports of manufactured goods in recent years.

Comparative trade statistics for the last five years are set out below :—

Cook Islands (other than Niue)

	1943.	1944.	1945.	1946.	1947.
IMPORTS VALUES					
	£	£	£	£	£
New Zealand	91,598	124,161	123,245	157,870	201,769
Australia	3,186	7,008	3,713	5,652	5,301
United Kingdom	3,043	17,768	11,693	18,504	23,647
Canada	58	622	135	1,191	2,743
United States of America	7,403	4,541	2,876	8,037	16,501
Other	1,917	1,130	2,408	4,342	3,282
Totals	107,205	155,230	144,070	195,596	253,243

PART V.—MISCELLANEOUS

28. METEOROLOGICAL REPORT

Comparative statistics for the last five years are as follows :—

—	1943.	1944.	1945.	1946.	1947.
Total rainfall (inches) ..	79.59	64.76	90.02	84.2	93.11
Number of rainy days ..	112	116	233	207	219
Highest for any day (inches) ..	4.76	2.85	4.63	3.6	4.43
Date	14 Oct.	22 Feb.	11 Aug.	10 Mar.	3 Feb.
Highest temperature (F.) ..	88	87	88.5	90.2	88
Date	27 Feb.	9 Mar.	15 Mar.	19 Jan.	13 Feb.
Lowest temperature (F.) ..	56	57	58.5	58.0	55
Date	1 Sept.	12 Aug.	8 June	10 July.	5 Sept.
Mean of maximum thermometer (F.)	81.4	80	80.9	81	81
Mean of minimum thermometer (F.)	70.4	69	70.3	69.3	69.3
Average Temperature (F.)	..	..	..	..	75.2

Average temperatures for the year were normal, though a lower than usual minimum was recorded. Humidity was lower than average. Weather was generally good with more equitable distribution of rainfall throughout the year. The Group again escaped serious storms. One hurricane warning was received, but the centre passed west of Rarotonga on the night of 14th-15th February.

Prior to 1947, Rarotonga Radio was responsible for meteorological observations, but following the advent of regular air services a permanent trained Meteorological Officer was appointed. Observations by trained Native observers are taken throughout the Group, and additional youths now in training will enable the number of daily observations at all stations to be increased. All weather reports are transmitted to a central meteorological office in Fiji, which is responsible for their co-ordination and for the supplying of weather information as required for the whole of the South-east Pacific area.

29. VISITS

Princess Te Puea Herangi, one of the leaders of the Maori race, accompanied by a large party of New Zealand Maoris, visited Aitutaki and Rarotonga in June, 1947. An extensive official and private programme of entertainment was carried out.

H.M.N.Z.S. "Arbutus" visited the Group for the second time in May and June, 1947. Owing to the outbreak of influenza and whooping-cough, no contact was made with the shore at Rarotonga, but suitable programmes of entertainment for officers and men were carried out in other Lower Group and Northern Group islands, which were visited later in the cruise.

Dr. Buchanan, Inspector-General, South Pacific Health Service, visited Aitutaki and Rarotonga in August and inspected hospitals and medical facilities generally. Miss Abraham, a qualified dietitian, visited Rarotonga in September to investigate and report on dietetic conditions.

Mr. R. T. G. Patrick, Secretary of Island Territories, visited Rarotonga in November, 1947, to represent the Government at the first session of the Legislative Council of the Cook Islands.

Other visitors to the Group included Dr. Stanner, who was preparing a report for the Institute of Pacific Relations, and Professor Peren, of Massey Agricultural College, New Zealand, who was investigating agricultural conditions on behalf of his college.

PART VI.—LOWER GROUP ISLANDS

30. RAROTONGA

—	1943-44.	1944-45.	1945-46.	1946-47.	1947-48.
Shipping calls—					
Vessels discharging or loading cargo ..	13	13	15	14	18
Other vessels	9	11	9	8	8
Plane calls .. .. .	..	..	..	..	37
Cases of oranges exported	6,000	9,706	12,981	4,790	21,893
Cases of other citrus exported	1,493	1,904	4,528	1,464	6,530
Boxes of tomatoes exported	23,460	37,751	35,096	78,761	21,233
Cases of bananas exported	4,825	2,298	3,136	54	..
High Court cases dealt with	1,410	1,461	1,230	1,270	1,782

(NOTE.—Certain figures given in previous printed reports have been amended.)

Subject to some difficulties in obtaining necessary supplies, Administration buildings of all kinds have been maintained in good repair. The lack of sufficient office and storage space and housing for staffs has become acute and a long-term building programme will have to be undertaken in the near future.

The main and subsidiary roads have been maintained. The work of replacing bridges and culverts was completed during the year.

A major development was the commencement of work on the electric-power installation which will supply current to the whole Avarua area and eventually to the new radio station. Supply was given to some consumers on 10th February, 1948, and work is proceeding as fast as the necessary materials come to hand.

31. AITUTAKI

—	1943-44.	1944-45.	1945-46.	1946-47.	1947-48.
Shipping calls during year ..	13	12	19	21	26
Plane calls .. .. .	..	..	..	..	61
Cases of oranges exported .. .. .	..	8,997	12,684	1,000	..
High Court cases dealt with ..	571	358	320	366	207

General health was satisfactory during most of the year, but epidemics of pertussis, dysentery, and whooping-cough occurred and caused a number of deaths. Influenza was prevalent in September, 1947, but no deaths occurred. Filariasis is prevalent in the island. Since the end of the financial year, Mosquito Inspectors trained in Rarotonga have returned to take active measures in mosquito control. Village health inspections were revived last year and systematic treatment of skin diseases in school-children was commenced. Water-storage capacity appears inadequate for the rapidly growing population of this island, and attention will be given to this matter in the coming year. Aitutaki is not entirely dependent on rain-water, but the existing wells and springs are still open to pollution; steps are being taken to control this. Native foodstuffs were in abundant supply. Proposals for replacement of the present cottage hospital with a larger up-to-date unit are now under consideration.

The high price of copra stimulated production and 76 tons were exported during the year. A considerably greater quantity was being held in storage at 31st March awaiting shipment. The production of arrowroot, for which this island is particularly noted, remained at a high level. Seventy-four tons were exported and a considerable quantity awaits shipment. No oranges were exported during the year. The work of re-establishing citrus plantations in Aitutaki is reported on under the heading "Agriculture."

There were no crimes of a serious nature during the year.

Attention has been given to the repair of Administration buildings. Some of the buildings, however, are now inadequate for their purposes and will have to be replaced. Two launches were taken over from the United States Army unit, and by salvaging parts from one the other has been put in good repair and running-order. During the United States Army occupation considerable changes were made to the wharf area. Reconstruction and repair are now needed.

32. ATIU

—	1943-44.	1944-45.	1945-46.	1946-47.	1947-48.
Shipping calls during year ..	8	12	12	11	12
Cases of oranges exported ..	8,841	11,801	12,916	3,979	8,077
High Court cases dealt with ..	533	448	528	442	505

General health was satisfactory and whooping-cough was the only serious epidemic. Some 335 children were affected, with 12 deaths of children of one year and under. Filariasis is prevalent and a mosquito-control campaign has been put into operation. There is a cottage hospital in Atiu.

Administration buildings have been kept in good repair and all school-rooms were rethatched during the year. The main road was maintained in fair order.

A citrus nursery was established with 5,000 seedlings, but, following experience in Aitutaki, plants for the replanting scheme will probably be provided mainly from Rarotonga nurseries. Over ninety growers have already indicated their desire to join in the new scheme, and it is hoped that planting under it will commence in 1948.

Plantings for food have been adequate. During the year the Island Council arranged and inspected plantation work.

Approximately 60 tons of copra were produced during the year.

33. MAUKE

—	1943-44.	1944-45.	1945-46.	1946-47.	1947-48.
Shipping calls during year ..	11	10	11	11	7
Cases of oranges exported ..	10,101	9,097	6,530	1,502	5,609*
High Court cases dealt with ..	141	80	65	102	161

* 1947 season only; excludes shipment actually loaded at Mauke on 31st March, 1948.

Following the death of the late Resident Agent, Mr. S. N. Abley, the general administration of the island was carried on by a Native Clerk in Charge assisted by the Island Council. Mr. A. T. McL. Scott took up duties in Mauke as Resident Agent in December, 1947, after attending the inaugural session of the Cook Islands Legislative Council.

On the whole, the general health of the people has been better than in the previous year. Although there were outbreaks of whooping-cough and influenza, only two deaths occurred. There were a few cases of dysentery and typhoid, but no deaths. With the co-operation of women's committees, increased attention has been paid to village cleanliness, with good results. It is hoped to have a trained mosquito-control officer stationed on the island in the coming year.

All Government buildings have been maintained in reasonably good repair. With the exception of one tank which was damaged by storm, all water-storage tanks are in good condition. Additional tanks are, however, needed, and arrangements are being made for their erection. Road-work was somewhat held up through lack of transport caused by the difficulty experienced in adequately maintaining the vehicles.

Individual and collective planting of native foods has been carried out and supplies have been ample for the island's needs. Growers have signified their intention of fully supporting the citrus-replanting scheme which is scheduled to commence in Mauke in 1948. Approximately 45 tons of copra were produced during the year, and efforts are being made to increase production.

There was no serious crime during the year and the conduct and behaviour of the people generally has been very good.

34. MITIARO

—	1943-44.	1944-45.	1945-46.	1946-47.	1947-48.
Shipping calls during year ..	5	6	4	5	9
High Court cases dealt with ..	53	..	..	..	51

The general health of the people was good and no serious sickness was reported. Medical advice is given by radio when required.

Plantings of native food crops were ample for the needs of the island. There were insufficient oranges to warrant transportation to Rarotonga for juicing. No copra was exported during the year.

35. MANGAIA

—	1943-44.	1944-45.	1945-46.	1946-47.	1947-48.
Shipping calls during year ..	4	6	10	13	13
Cases of oranges exported ..	19,917	3,707	22,630	11,018	14,426
High Court cases dealt with ..	371	572	667	517	827

For the greater portion of the year the island was administered by the Assistant Medical Practitioner as Acting Resident Agent, assisted by the Island Council. The new appointee, Mr. W. H. Ryan, O.B.E., took up duties in Mangaia in December, 1947.

The general health of the people was good and the influenza and whooping-cough prevalent for a time in other islands was not so widespread in Mangaia.

All Administration buildings have been maintained in good repair. A new residence was erected for the European married couple who took up school-teaching duties during the year. Owing to the configuration of the land, roadmaking in Mangaia presents considerable difficulties, but preliminary steps have been taken in a programme of new road-works. At the same time preliminary surveys have been carried out with a view to providing better reef passages. As in other islands, water-storage facilities require to be extended.

Although Mangaia continues to supply large orange shipments, there is evidence that trees are dying out. The citrus-replanting scheme is not being extended to include Mangaia at present. During the year, 798 boxes of tomatoes were shipped, and extensive plantings are anticipated again this year. Pineapple plantations are still being extended and increasing quantities are expected to be available for export. One shipment of 808 cases was made in the year. Approximately 70 tons of copra were produced, but it was mainly of inferior quality.

There was a continued absence of serious crime, most offences being of a minor nature only.

PART VII.—NORTHERN GROUP ISLANDS

36. PENRHYN

—	1943-44.	1944-45.	1945-46.	1946-47.	1947-48.
Shipping calls during year ..	4	3	3	6	13
Copra exported (tons) ..	..	..	6½	43	127
High Court cases dealt with ..	137	58	101	142	50

In September the Resident Agent was transferred to Aitutaki, and pending a new appointment the Assistant Medical Practitioner stationed on the island acted as Resident Agent. A new Resident Agent has taken up duty in Penrhyn since the end of the year.

The general health of the people has been good and the island has been practically free from contagious disease. The usual mild outbreaks of influenza were experienced following schooner calls from the Lower Group. Regular village inspections have been carried out, but the people are somewhat slow to appreciate the need for proper attention to village cleanliness. Following the transfer of lepers to the Makogai Leper Station, there are now no lepers at the Te Sauma Station.

Normal repairs have been carried out to Administration buildings, which are in fair condition. Necessary repairs have been made to water-catchment areas and the Administration launch has been overhauled.

The amount of copra exported does not represent the total production. Due to lack of suitable growing areas it is difficult to maintain adequate food crops in the northern islands, and for this reason a large percentage of nuts must always be reserved for food.

About 15 tons of pearl-shell were exported. Diving has practically ceased for the present, due to the fact that the more shallow parts of the lagoon are worked out and only experienced divers can operate in the deeper areas.

37. MANIRIKI

—	1943-44.	1944-45.	1945-46.	1946-47.	1947-48.
Shipping calls during year ..	5	4	4	13	13
Tons of copra exported ..	184	144	143	93	138
High Court cases dealt with ..	132	48	49	133	87

The general health of the people has been very good. Infantile diarrhoea and mild respiratory complaints occurred during the early part of the year, and during the last quarter there were sporadic cases of an acute type of gastritis. A Mantoux tuberculin test was carried out among sixty children of school age, of whom only two showed positive and four doubtful reactions. With the co-operation of the Island Council, the monthly cleaning of the villages was maintained throughout the year, and this has aided mosquito-control work. There was no serious shortage of water.

All public buildings, water-tanks, and roads have been maintained in good order, and during the year the cargo-shed was rebuilt.

Copra-production suffered a temporary setback, but recovered following price adjustments. Eighty-nine tons of pearl-shell were exported during the year, and there is still a large amount of shell in the lagoon, especially in the deeper areas. Due to the high prices of both copra and shell, the people are comparatively prosperous at present.

38. RAKAHANGA

—	1943-44.	1944-45.	1945-46.	1946-47.	1947-48.
Shipping calls during year ..	5	4	4	10	11
Tons of copra exported ..	164	86	74	163	115
High Court cases dealt with ..	57	39	..	9	33

The Resident Agent at Manihiki is responsible also for Rakahanga and he normally visits the island whenever opportunity offers.

The health of the people has been very satisfactory and there was very little sickness beyond the usual bronchial colds, which are prevalent in the northern islands after a ship's call. Rakahanga is more fertile than Manihiki and more native foods are available.

The roads, water-tanks, and Courthouse were maintained in good repair.

No pearl-shell is obtained in Rakahanga.

39. PUKAPUKA

—	1943-44.	1944-45.	1945-46.	1946-47.	1947-48.
Shipping calls during year ..	4	1	1	2	3
Tons of copra exported ..	..	70	60	80	85
High Court cases dealt with ..	3	33	..	..	139

The general health of the people has been good, but there was a mild influenza epidemic in April and May and also epidemic whooping-cough in September to November. Medical advice is given by radio when required.

There has been an ample supply of native foodstuffs throughout the year.

40. PALMERSTON

There is nothing of special significance to report from this very small community. Palmerston has very little contact with the rest of the Group and at best has only one or perhaps two schooner calls per year.

NIUE

PART I.—GENERAL INFORMATION

41. GEOGRAPHY

Niue Island is situated in a somewhat isolated position to the east of the Tongan Group in latitude 19 degrees south and longitude 169 degrees 48 minutes west. It has an area of 100 square miles and a population on 31st March, 1948, of 4,289 Natives and 29 Europeans, a total of 4,318 inhabitants. These are spread amongst eleven villages spaced around the coastal terrace, the largest being Alofi, which contains approximately 900 people and is the administrative centre. The island is an elevated coral outcrop with a coral reef fringing a precipitous and broken coast-line. The central saucer-shaped plateau, rising to a height of 200 ft., is encircled by a narrow terrace about 90 ft. above sea-level, and in the absence of any streams the traditional supply of fresh water was from pools formed in the numerous caves. The soil, though fertile, is not plentiful, and this feature, combined with the rocky and broken nature of the country, makes cultivation difficult and precludes the grazing of stock. The climate is mild and equable and, although on the edge of the hurricane belt, the island is rarely visited by serious weather disturbances. The mean annual temperature over the last thirty years was 76-71.9° F., and the average annual rainfall over the same period 78-268 in.

42. HISTORY

Niue was discovered by Captain Cook in 1774 and named Savage Island on account of the inhospitable reception received from the Natives. The island came under the general jurisdiction of the British High Commissioner for the Western Pacific and was subsequently annexed by New Zealand in 1901 as part of the Cook Islands.

The Christian gospel was first brought to Niue in 1846 by a Niuean returning from Samoa, and followed in 1849 by a Samoan teacher trained by the London Missionary Society. By the time the society's first European missionary arrived in 1861, practically all the people were Christians.

43. PEOPLE

The people are of Polynesian stock, speaking a dialect of the tongue common to the race in other parts of the South Pacific. The comparative isolation of the island has not been conducive to intermarriage with Europeans, so that the proportion of half-castes is very small. In spite of the fact that there have been no wars or civil disturbances for the past century, the population has remained more or less static, with a gradual increase in recent years. The limited natural resources of the island and the earlier extensive use of Niueans as indentured labour in other Pacific groups have been contributing factors. The traditional form of government is patriarchal, the ruling heads of clans, "patus" having authority in their own villages. In earlier times the "patus" met in conclave under their appointed King to control affairs relating to the island as a whole. The King-ship was restored in 1876 until the end of the century for the purpose of administering a written code of laws, but has lapsed with the establishment of the present form of administration. The former pagan heritage of the people has been completely replaced by the church of the London Missionary Society, which is now their sole social organization. The society early established mission schools and chapels which, until the recent prosecution of a more vigorous secular education system, provided the core of the island culture. The Niuean is perhaps of a slightly lower cultural standard than other Polynesian groups, but is moderately industrious under the stimulus of economic necessity and is of a peaceful and quiet disposition. The women are deft weavers of hats, baskets, and similar native ware, which from time to time have been a staple export of the island.

44. POPULATION

The last official census, taken in 1945, disclosed that the community comprised 2,041 male and 2,189 female Natives, plus 13 male and 10 female Europeans, a total of 4,253 all told. Vital statistics for the year ended 31st March, 1948, are summarized as follows :—

Estimated Population at 31st March, 1948

—	Males.	Females.	Total.
Europeans ..	19	10	29
Natives ..	2,050	2,239	4,289
Totals ..	2,069	2,249	4,318

Births and Deaths

Births .. .. .	..	..	..	166
Deaths .. .. .	..	..	..	110
Births per 1,000 of population ..	..	..	..	38·37
Deaths per 1,000 of population ..	..	..	..	25·43
Infant mortality per 1,000 births	..	..	..	253

The excess of births over deaths is notable when compared with the figures for recent years. The infant-mortality rate, however, shows a marked increase when compared with last year, due to the epidemics of broncho-pneumonia and whooping-cough.

45. GOVERNMENT

Niue is constitutionally included in the Cook Islands, a British Protectorate annexed to New Zealand in 1901 under the provisions of the Colonial Boundaries Act, 1895 (Imp.). It is within the boundary of the Dominion of New Zealand and thus directly under the New Zealand Government. The inhabitants are British subjects and nationals of the Cook Islands. Provision for the administration of the island is made in the Cook Islands Act, 1915, which provides for the appointment of a Resident Commissioner charged with the administration of the executive government of Niue. In this work the Resident Commissioner is assisted by officers of the New Zealand Public Service and others locally appointed, and advised by an Island Council. This Council consists of thirteen Native members, representing all the villages, appointed by the Governor-General and presided over by the Resident Commissioner. Laws are made by Act of the New Zealand Parliament or regulations issued thereunder, or by Ordinances passed by the Island Council and assented to by the Resident Commissioner. Ordinances may be enacted for the peace, order, and good government of the island, but not for the establishment of Courts of justice, the imposition of Customs duties, or the expenditure of the revenue of the island. Meetings of the Island Council are customarily held each quarter, and in the year under review this course was followed. There is no elective system, appointments to the Council being made by the Governor-General on nominations submitted to him by the Minister of Island Territories. In practice, the Councillors (one for each village) are selected by the respective villages.

The following legislative measures with effect in Niue were enacted in New Zealand since the last report :—

- The Cook Islands Industrial Unions Regulations 1947.
- The Cook Islands Police Regulations 1947.
- The Cook Islands Native Appellate Court Rules 1947.
- The Cook Islands Applied Regulations Order 1947.
- The Cook Islands Customs Duties Order 1948.
- The Emergency Regulations Revocation Order No. 7, 1947.
- The Cook Islands Trade Dispute Intimidation Regulations 1948.

46. JUDICIAL ORGANIZATION

The judiciary comprises a High Court consisting of one Judge and a Native Land Court consisting of one Judge and one Commissioner.

The High Court is charged with the administration of justice in the Island. The Native Land Court is concerned, *inter alia*, with the determination of claims for the ownership of Native lands. There is now established a Native Appellate Court of the Cook Islands to hear appeals from decisions of the Native Land Court. Provision is made for appeal to the Supreme Court of New Zealand against decisions of the High Court. The Resident Commissioner is Judge of the High Court and of the Native Land Court.

Following is a summary of Court proceedings for the years 1943 to 1947 :—

	1943.	1944.	1945.	1946.	1947.
Criminal convictions ..	539	566	629	400	599
Civil judgments ..	1	3	..	1	..
Divorces granted ..	12	7	8	14	13

Offences for which convictions were recorded during the year were mainly of a minor nature. There were three convictions on charges of causing actual bodily harm and four convictions for the offence of manufacturing intoxicating liquor.

One sitting of the Native Land Court was held during the year.

47. HUMAN RIGHTS

The islanders enjoy full civil rights as subjects of His Majesty and there is no discrimination of race or creed in the administration of justice. The admission of immigrants is strictly controlled and no undesirable person is allowed to enter. Land, the only valuable property in the island, is handed down from one generation to the next according to custom, and the right to ownership and possession is safeguarded by the operations of the Native Land Court.

PART II.—SOCIAL CONDITIONS

48. LABOUR AND EMPLOYMENT

The only substantial employer of labour is the Administration, which employs Natives in the Police, Public Works, Transport, and other executive Departments. There is little regular work on a wages basis, consisting chiefly of the discharging and loading of ships (of which there were eleven calls during the year). With the assistance of tradesmen from New Zealand, considerable work was done on repairs to and maintenance of public buildings, roads, and other amenities. Wage scales were raised generally during the year and the rates now being paid to Natives are as high as anywhere in the South Pacific.

Provision has been made in the Cook Islands Industrial Unions Regulations for registration of an industrial union and the means provided for the settlement of disputes; no move has as yet been made to form such a union. There were no recorded labour disputes during the year.

No migratory labour enters the Island, but approximately seventeen Niuean workers are employed by the New Zealand Government at the Island of Raoul on an annual contract basis; wages and conditions are generous and the chance of employment is eagerly sought by the Niueans.

A number of Niueans proceed to New Zealand each year to seek employment in a larger field and to learn trades. On account of the infrequent shipping calls, the volume of departures is not great and presents no problem to the territory.

The Church in Niue provides a closely knit organization of the Natives, particularly as only one denomination exists, and, with the Island Council, appears to provide adequate representation in social affairs.

The bulk of the population is engaged in cultivation of Native lands and harvesting of crops for consumption and export. The price of such produce purchased by the trading firms for export is regulated by the Administration to ensure that the grower receives the full value under current price levels.

49. PUBLIC HEALTH

There is no malaria on the island, but the endemic diseases of filariasis and yaws are prevalent amongst the Natives. A hospital is maintained at Alofi by the Administration and visiting staff pay weekly visits to all outlying villages. The water-supply is secured from rain-water tanks and reservoirs. There is no system for the mechanical disposal of sewage; on account of the porous nature of the terrain, this is believed not to cause any ill effects.

The public-health staff at 31st March, 1948, consisted of one Native medical practitioner (on loan from Western Samoa), one European Matron, one European nurse, five Native nurses, and two Niuean Dental Officers. In addition, there were two Native dispensary assistants and one Native dental clinic assistant.

Since 4th June, 1947, the island has been without the services of a European Medical Officer and the medical work has been under the supervision of the Native Medical Practitioner from that date. The two Samoan nurses returned to Western Samoa on 2nd March, 1948, and have not been replaced. It is anticipated that a European Medical Officer will shortly be available.

All medical and dental treatment, including hospitalization, is provided free of charge to Natives.

The following is a comparative table showing the amounts expended on health services over the last five financial years :—

—	1943-44.	1944-45.	1945-46.	1946-47.	1947-48.
Amount expended	£3,900	£3,656	£5,305	£8,211	£7,293
Population	4,242	4,200	4,271	4,328	4,318
Amount per head of population	18s. 5d.	17s. 5d.	£1 4s. 9d.	£1 17s. 11d.	£1 13s. 9d.

A summary of the work performed at the hospital and during the weekly and other visits to villages for the twelve months ended 31st December, 1947, is set out below :—

—	1943.	1944.	1945.	1946.	1947.
(1) Infectious diseases—					
(a) Tuberculosis	28	11	26	13	27
(b) Gonorrhœa	107	21	44	171	88
(c) Yaws	863	713	1,038	1,173	1,218
(d) Pneumonia and broncho- pneumonia	178	25	29	41	427
(e) Conjunctivitis	156	17	104	148	8
(f) Ringworm	418	37	146	55	1,222
(g) Varicella	16	1	25	5	8
(h) Typhoid	33	15	13	12	7
(i) Leprosy	2	1	1	2	2
(j) Infectious jaundice .. ..	..	78	112	49	65
(k) Puerperal fever .. ..	..	..	3	2	7
(l) Intestinal parasites .. ..	..	..	150	155	7
(m) Scabies .. ..	..	..	166	163	33
(n) Whooping-cough .. ..	..	..	..	..	606
(o) Meningitis .. ..	..	..	..	..	10
(p) Dysentery, unclassified .. ..	..	..	..	..	17
(q) Mumps .. ..	..	..	..	..	575
(r) Dengue fever .. ..	..	..	..	..	23
(s) Influenza .. ..	..	..	..	..	197
(2) Endemic diseases—					
(a) Filariasis	Very prevalent	207	181	120	132
(b) Myositis tropica	10	6	6	60	10
(3) Hospital and dispensary—					
Admissions for year	116	76	71	139	699
Average number of days in hospital per patient	32.5	28	11.29	10	8
Daily average bed state	9.95	8.13	4.55	6	16
District out-patients	29,062	29,811	} 23,024	21,839	26,377
Dispensary out-patients	1,802	2,984			
Special visits	4,421	2,124	2,295	1,891	5,589
Operations .. ..	..	75	369	137	26
Dental extractions	134	130	221	950	1,317
Injections, N.A.B., T.A.B., &c.	10,159	844	4,301	6,828	4,094
Confinements	18	23	20	63	22
Anæsthetics—					
General	10	..	2	21	119
Local	220	149	315	134	100
Post-mortems .. ..	..	..	..	..	8
Ante-natal treatment .. ..	..	..	..	..	52
Bakery inspections .. ..	..	..	..	..	19
(4) Child welfare—					
Number of visits .. ..	..	..	..	..	221
Number of children seen .. ..	..	..	..	..	11,456

The health of the people for the past twelve months has not been good. Following the broncho-pneumonia epidemic in March, 1947, there was an outbreak of mumps in June which is still affecting the people, although fortunately no deaths have resulted. Influenza and broncho-pneumonia again became prevalent in October.

In November, 1947, an epidemic of whooping-cough broke out on the island. At least 50 per cent. of the population were affected in a very short space of time, and the total deaths to 31st March, 1948, due to this disease were fifty-eight, all being children—fifty-seven under the age of two years and one under five years. Cases are still occurring, although the critical point of severity was in December.

Dr. J. C. R. Buchanan, Inspector-General, South Pacific Health Service, visited Niue on 30th and 31st May, 1947, when medical matters and the outline of policy considered advantageous to follow were fully discussed.

Dr. C. J. Austin, Medical Superintendent, Makogai Leper Station, visited the island on 22nd August, 1947, when he showed moving pictures (combined with a lecture) on the life in Makogai to a large and appreciative audience. Dr. Austin also gave valuable and helpful advice regarding leprosy.

There is one hospital of ten beds, equipped with operating-theatre, x-ray unit, dental clinic, out-patients' accommodation, &c.

A mobile child-welfare clinic is under construction and will be used by the District Nurse in examining children in their own villages and treating minor ailments.

50. HOUSING

Housing, except for Administration buildings, is principally Native style. Owing to shortage of roofing-materials there is some difficulty in carrying out repair work at present. The building programme which has been commenced includes four residences and additions to schools.

Development programmes include improvement of roads, landing facilities, deep-well water-supply, workshops, and airport. The last mentioned was intended to be constructed during 1948, but owing to urgency of other works, work has had to be suspended in the meantime.

51. POLICE

The police establishment at 31st March, 1948, was as follows: One European police officer in charge, one Native sergeant, and twelve Native constables.

There is a constable in each village of the island, with two constables in Alofi, the main village, which naturally falls into two sections. The Native constables undertake a number of duties outside ordinary police work and, generally speaking, act as liaison officers between the Administration and the people. The standard of efficiency of the constables is showing improvement.

PART III.—EDUCATIONAL CONDITIONS

52. EDUCATION

The aim of the educational system is to raise the intellectual and cultural standard of all the Natives and specifically to select and have trained the most promising children for ultimate participation in the management of their own affairs. To this end the coverage of the Administration schools is being expanded and a system of scholarships to New Zealand schools has been instituted.

The Administration maintains three schools, which are under the control of a European Education Officer, assisted by a European infant-mistress. Some fifty Niuean teachers and assistants are also employed.

In addition, the London Missionary Society maintains schools in the villages in which there are no Administration schools. A subsidy of £500 per annum is paid to the society.

Roll numbers of Administration and mission schools at 31st December, 1947, and the previous four years were as follows:—

—	1943.	1944.	1945.	1946.	1947.
Administration schools ..	778	686	679	667	653
London Missionary Society schools	388	427	506	521	454
Totals	1,166	1,113	1,185	1,188	1,107

The milk-in-schools scheme was instituted during the year and is in operation in the three Administration schools. A 16 mm. sound movie projector was purchased during the year and educational sound films are being shown in the schools.

The proposal to replace the mission schools with four regional and village schools is being proceeded with. This work has been delayed by the lack of transport available for carting native materials and by the general health of the people over the last twelve months.

Under the general scheme for scholarships for the Island Territories, two Niuean boys proceeded to New Zealand early in 1948. This makes a total of four boys being educated in New Zealand in addition to the two being trained as Native medical practitioners at the Central Medical School in Suva.

Four Niuean girls were selected and sent from Niue in September, 1947, for training as nurses at the Apia Hospital. It is expected they should be available to Niue in about four years' time.

Education is being developed along modern lines, teaching aids, text-books, and film-strip projectors being supplied by the New Zealand Government.

PART IV.—ECONOMIC CONDITIONS

53. NATURAL RESOURCES

The natural resources of Niue lie exclusively in the products of the soil. Indigenous forest provides a limited supply of timber and material for plaited ware, while the belt of land adjacent to the roads is used for the culture of bananas and coconut-trees. Native fruits and vegetables such as limes, yams, taro, and kumara are cultivated to provide for the needs of the inhabitants. Agriculture is difficult on account of the broken nature of the land, and the usual way to provide sufficient soil for cultivation of new plots is by transporting it to a level area from the crevices in the coral rocks where it is lodged. The only live-stock that can be kept under these conditions are pigs and fowls, and steps are taken from time to time to improve the quality of the native stock by importation of new blood. Fish are neither plentiful nor easily caught on account of the absence of any natural harbour, beach, barrier reef, or shallow water anywhere on the coast-line.

54. PRODUCTION AND MARKETING

Copra and Native plaited ware now provide the exports on which the economic life of the community depends. The copra is all Native-grown and sun-dried. It is purchased by the trading-stores on the island at prices fixed by the Administration on the basis of export realization less a reasonable profit and handling margin for the traders. Bananas have in the past been cultivated for export at the instance of the Administration, which purchased the crop at the delivery point at a price commensurate with the return on sales. There has been no export of bananas during the year under review on account of difficulties associated with the routeing of shipping to arrive at the specific times required to avoid packing or loading on the Sabbath.

55. LAND TENURE

The land is vested in the Crown, subject to title rights held by virtue of Native custom or usage. As the Niuean depends for his livelihood upon his family lands, alienation is prohibited, with the result that there are no landowners apart from the Administration and the islanders. Land held by the Administration for public purposes is only a negligible part of the whole, and land used for church building is held on lease to revert to the Native title-holder when no longer in use for the purpose. Native land passes from generation to generation by blood descent, and claims for ownership and possession are determined on proceedings by the Native Land Court.

As a result of this policy the Niuean is assured of adequate food and shelter and, by working his land or in a limited field by working as a wage-earner, of money to provide himself with clothing and other necessities. There are, of course, differences in the wealth of families, but these differences tend to be ironed out by intermarriage and by the customary system of adoption of children.

56. COMMUNICATIONS

A radio station is maintained by the Administration for overseas communication and a single-line telephone system has recently been completed to connect the villages on the island. Full postal services are provided at Alofi, and following is a summary of transactions at this office during the year:—

—	1943-44.	1944-45.	1945-46.	1946-47.	1947-48.
Money-orders issued	£5,799	£1,932	£7,177	£9,531	£7,840
Money-orders paid	£1,675	£2,082	£3,781	£4,894	£3,364
Post Office Savings-bank deposits ..	£3,969	£3,097	£8,709	£4,501	£4,927
Post Office Savings-bank withdrawals	£263	£696	£1,359	£972	£464
Number of radio messages handled ..	1,515	1,755	2,091	2,346	2,790

Niue is a branch of the Auckland Post Office Savings-bank, where the accounts are kept, but not segregated. The figures given above relate only to local transactions in Niue, as it is not possible to give an accurate indication of the total transactions for the year.

Technical assistance in the operation and maintenance of radio equipment is given by the New Zealand Post and Telegraph Department.

57. TRANSPORT

Niue has some seventy miles of main-highway road of improved earth construction. The coastal road passing through each village is about forty miles in length, and the three roads across the island from Alofi to Hakupu, Liku, and Lakepa Villages are approximately seven, nine, and eight miles respectively. These main roads are 12 ft. wide of all-weather type and there are no bridges or viaducts. The Administration operates a fleet of motor-trucks in transporting goods and produce to and from the port of Alofi. There is no passenger transport service, the people either walking or travelling by bicycle. In addition to the main highway, there are about twenty-four miles of unimproved earth non-surfaced roads made by the Natives to open up new areas for crop cultivation.

There is no harbour, but there is a secure anchorage off Alofi Village where shipping is worked. Cargo is transhipped from a concrete jetty by whaleboat to the ship's side.

The Transport Department, which has been in charge of a European for the past twelve months, is responsible for the maintenance of twelve motor-vehicles, the launch engine, the Diesel engines at the radio station, and the engine stationed at the hospital to provide lighting and power for the x-ray plant. During the year a new motor-car

was purchased and a new engine installed in the launch. Difficulty was again experienced in the adequate maintenance of some of the trucks, but this has been overcome to the extent that the whole transport fleet was in reasonable running-order at the end of the year.

58. PUBLIC WORKS

This Department is in charge of construction and maintenance of roads, buildings, and other amenities. For part of the year it was in charge of a part-Niuean, supervisory assistance being given by one of the senior administrative officers. With the arrival of two European carpenters during the year it has been possible to carry out considerable repair work.

A new x-ray building has been erected, together with a 10,000-gallon Hume tank to provide water-supply needed for x-ray work.

Extensive repairs to the Education Officer's and the Treasurer's residences were made. In addition to the maintenance of other buildings, much-needed repairs to equipment and furniture have been carried out.

Village tanks and catchments have received attention. The digging of a deep well was commenced during the year under the supervision of a European in an attempt to obtain fresh water and provide a more adequate source of supply for the island.

Road-work was confined mostly to the continuation of widening and straightening in the Makefu, Namukulu, Lakepa, and Alofi districts.

The boats and wharf equipment have been kept in good repair. Further extensions were made to the jetty in December, now providing ample space for the easy handling of cargo.

59. PUBLIC FINANCE

There are no banking facilities in the island and New Zealand currency is in use.

On account of development requirements and the low average income of the people, local revenue does not meet expenditure and the budget is subsidized by the New Zealand Government.

Revenue is derived principally from post-office, radio, Court fees and fines, and export taxes. The New Zealand Customs Tariff is in force and there is free trade between the Territory and New Zealand. Estimated revenue for the year 1948-49 is £23,264, while estimated expenditure is £66,175, making a deficit of £42,911 to be provided by Government subsidy. Large items of expenditure outside salaries include residences, £16,500; school buildings and equipment, £2,750; medical and health buildings and equipment, £2,432; water-supply, £700, motor-vehicles, £1,150.

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

Year.	Revenue.	Expenditure.	Deficit.	Subsidy.	Final Surplus of Deficit.
	£	£	£	£	£
1943-44	10,342	18,187	7,845	10,000	+2,155
1944-45	12,096	18,900	6,804	10,000	+3,196
1945-46	14,590	25,123	10,533	7,755	-2,778
1946-47	28,726	32,387	3,661	5,000	+1,339
1947-48	28,417	42,730	14,313	6,522	-7,791

Depreciation and other writings-off totalling £1,831 are included in the expenditure.

The main items of revenue for the year were stamp sales, £16,297; Customs import duties, £4,177; and income tax, £1,500. The large amount of revenue received from stamp sales is mainly due to the philatelic demand for island stamps.

60. TRADE AND SHIPPING

Niue is a port of call for two vessels maintaining a shipping service between New Zealand, Cook Islands, Samoa, and Fiji. For this and economic and political reasons practically all the trade of the island is directed to New Zealand, apart from normal inter-island trade on the shipping route. There were fifteen shipping calls during the year ended 31st December, 1947, including eleven calls by regular cargo and passenger vessels. Except for the period February to May, a more or less regular service was maintained by the N.Z.G.M.V. "Maui Pomare" and the Union Steam Ship Co.'s m.v. "Matua."

Exclusive of parcel-mail, inward cargo handled at the port of Alofi totalled 1,216 tons and outward cargo 795 tons. In addition, 2,119 bags of parcel-mail containing Native plaited ware were shipped. The average cargo handled on each call showed an increase over the previous year.

Ninety-eight passengers disembarked and 172 embarked, both exceeding the previous year's figures.

H.M.N.Z.S. "Arbutus" visited Niue on 2nd and 3rd June, 1947. A suitable programme of entertainment was arranged for the officers and men.

Both imports and exports reached a record level in 1947. The largest contributing factor was the high price of copra, which was again increased during the year.

Comparative statistics for the last five years are as follows:—

Country of Origin.	1943.	1944.	1945.	1946.	1947.
IMPORTS VALUES					
	£	£	£	£	£
New Zealand	29,881	25,140	23,620	37,984	52,290
Australia	223	871	251	643	1,485
United Kingdom	115	2,453	2,935	6,503	1,721
United States of America	1,692	181	10	730	..
Western Samoa	140	1,106	116	21	1,074
Other	19	303	40	796*	2,226†
Totals	32,070	30,054	26,972	46,677	58,796
EXPORTS VALUES					
New Zealand	29,908	21,909	27,674	29,721	42,266
Australia	298	1,307	1,662	6,142	2,926
Western Samoa	527	..	..	..	399
Other .. ..	..	35	132	10	..
Totals	30,733	23,251	29,468	35,873	45,591

* Includes India, £585.

† Includes Rarotonga, £1,070.

Quantities and Values of Principal Exports

Item.	1943.		1944.		1945.	
	Tons.	£	Tons.	£	Tons.	£
Copra	422	8,543	617	13,272	415	9,986
Bananas	15,473	8,049	1,200	626	7,662	4,141
Kumaras	113	1,363	..	..	10	141
Native plaited ware .. ..	..	12,692	..	8,977	..	14,683

Quantities and Values of Principal Exports—continued

Item.	1946.		1947.	
	Tons.	£	Tons.	£
Copra	352	10,179	695	28,505
Bananas	Cases. 9,346	5,335	..	..
Kumaras	Tons. 20	292	..	..
Native plaited ware ..	..	19,652	..	15,797

Imports from New Zealand reached a record level, to the relative exclusion of all other import sources. There were no imports from the United States of America; Canada supplied some canned fish and twist tobacco during the year.

Copra.—Increased exports for 1947, together with an increase in the f.o.b. price, resulted in a threefold increase in the island's income from this source since 1945. It is interesting to note that in 1937 copra exports were 728½ tons, valued at £10,825.

Bananas.—It was found impossible to guarantee the arrival of fruit-vessels at the Island at such times as would avoid Sunday work on the part of the Niueans, who had expressed themselves as being against work in any form on the Sabbath. The result of this has been that no bananas were shipped in the year under review.

Native Plaited Ware.—Exports for this year did not reach the high figure attained in 1946. Shipping was not available between February and May, and this factor, which necessarily restricts buying, was the main reason for the decline in exports of this commodity.

61. METEOROLOGICAL REPORT

—	1943.	1944.	1945.	1946.	1947.
Total rainfall (inches) ..	64·79	71·55	80·80	93·94	72·09
Number of rainy days ..	146	158	210	206	220
Highest for any day (inches) ..	2·94	5·15	3·60	4·50	2·34
Date	20th Oct.	29th Jan.	23rd Apr.	15th Dec.	29th Oct.
Highest temperature (F.) ..	94·0	90·0	92·0	90·8	90·2
Date	11, 12, 14, 15, 25 Feb.; 3 Nov.	13, 17, 19, 25, 28 Mar.	22nd Mar.	28th Mar.	20th Mar.
Lowest temperature (F.) ..	58·0	58·5	57·0	60·2	57·5
Date	17th July	28th Aug.	6th June.	27th June.	26th Aug.
Mean of maximum thermometer (F.)	84·5	82·4	82·27	82·28	82·173
Mean of minimum thermometer (F.)	69·77	69·3	70·3	70·16	71·023

Rainfall for 1947 was normal, and as it was spread over the whole year there were no periods of drought.

No severe storms were experienced, and thus food crops, bananas, and coconuts have not been affected.

Two extra weather schedules (making a total of six) have been included in the system of receiving hurricane warnings from the Meteorological Office in Suva which has already proved its value.

Approximate Cost of Paper.—Preparation, not given; printing (1,158 copies), £108

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