The bill was designed to give effect to Maori fishing rights by conceding 50 percent of the Individual Transferable Quotas, but at a rate of 2.5 percent per year over a twenty-year period. Maori negotiators accepted this formula, but objected to Sections 17 and 21 of the bill, which would have denied recourse to the courts, or the tribunal, for a twenty-year period. The tribes filed their case in the High Court as a fallback position. Pakeha feelings over Maori claims, to land as well as to fisheries, were running high. The government was under intense pressure from the fishing industry as well, with fishers threatening to withhold quota documents and resource rentals. The government withdrew the Maori Fisheries Bill (NZH, 5 Oct 1988). Instead, it conceded 10 percent of the fishery immediately, with a grant of NZ$10 million to establish the tribes in the industry, leaving the issue of control of the remaining 90 percent to be decided by the court. This formula mollified Pakeha backlash, because it was in accord with the Pakeha mind-set that Maori people constitute only 10 percent of the population and are therefore entitled to only 10 percent of resources. At the same time it shifted the conflict out of the political arena and into the courtroom. The Maori Council and the tribes set about preparing their evidence for the hearing of the Maori Fisheries case in August 1989.

RANGINUI J. WALKER

Niue

Self-governing in free association with New Zealand, Niue is a raised coral island with an area of approximately 260 square kilometers. The Niue constitution, adopted in 1974, provides all Niueans with New Zealand citizenship and unrestricted access to New Zealand. Population figures record a steady drop in the number of Niueans resident on Niue and a corresponding rise in the number living in New Zealand. The population dropped from 3578 in 1979 to 2988 in December 1985. By December 1986 it had fallen to 2757, and by October 1987 the total was down to 2414.

The steady, dramatic decline in Niue’s population is attributable, at least in part, to the introduction of a regular air service to New Zealand during the 1970s, initially run by Air New Zealand. Ironically, the disruption of that air service emerged in 1988–1989 as Niue’s most urgent problem. The island lost its regular air service in April 1988, when New Zealand’s ministry of transport banned Air Nauru for allegedly failing to comply with international safety standards. Niueans had to rely on ad hoc air charters after that. The results were a disruption in the conduct of government and business on the island, a devastating effect on tourism, and an adverse effect on communications between Niueans living in New Zealand and those on Niue.

A New Zealand-based firm of consultants, McGregor and Company, was selected to assist the government of Niue to reestablish a commercially viable air service that meets the requirements of the Niuean people. Discussions began with various air transport operators currently operating in the South Pacific region to assess their ability to supply air services to
Niue. Consideration was also given to the various operational requirements that air transport operators may need, including air traffic rights, provision for night operations at Niue, and an extension to the runway at Niue.

The New Zealand government, obligated under the Niue constitution to provide the island with necessary economic and administrative assistance, funded the study, and will no doubt be involved with associated infrastructural work on Niue. An interim report was expected to be submitted in mid-1989. Following the Niue government's choice of a preferred air service, the consulting firm will act to assist in the establishment of the air service.

Niue's population decline led to the scrapping of the island's second five-year National Development Plan, intended for the period 1985 to 1990. So disturbing had the trend become that the Niue and New Zealand governments felt moved to formally commit themselves to "the maintenance of a living community in Niue." A new national development program based on this pledge was adopted by both governments on 1 December 1987, providing for funding from April 1988 through March 1991. While the Niue Concerted Action Plan 1988–1990 asserted at the outset that "there is not the general enthusiasm for life in Niue that is necessary for a living community to thrive," it nevertheless identified ways to restructure services and redirect resources to make life on Niue more attractive.

The plan incorporated the traditional budgetary and capital assistance allocations provided by New Zealand, while earmarking additional funds for new projects and activities explicitly intended to further the goal of maintaining "a living community" on the island. While New Zealand budgetary assistance for 1987–1988 was NZ$7.5 million, augmented by capital assistance of NZ$682,000, funds for the new plan's first year of operation (1988–1989) were NZ$9.25 million. Of this amount, NZ$1.23 million was allocated for special economic development projects and "the creation of appropriate social conditions" for the maintenance of a living community.

While the Niue Concerted Action Plan involved an increase in financial support, it was seen primarily as an attempt to identify Niue's resources and develop ways to use them more efficiently. Particular stress was given to the public service, which not only was to be reduced in size but was to act as "the primary agent" for rejuvenating the Niuean community. It was a measure of the atmosphere on Niue, or at least among those concerned about its future course, that the goal of the island's economic development program was not so much to raise the inhabitants' standard of living, or to improve the quality of life, as to "provide the people with a sense of purpose."

The debate about Niue's economic and cultural future also raised questions about the constitutional relationship with New Zealand. Constitutional changes recommended by the legislature in June 1989 included a Niuean governor-general to replace the New Zealand governor-general as head of state, localization of the Public Services Commission, and a reduction in the
number of members of Parliament from 20 to 18. A referendum on the proposed changes is scheduled for January 1990, after they have been reviewed by the Constitutional Review Committee.

STEPHEN LEVINE

TOKELAU

A non-self-governing territory administered by New Zealand, Tokelau consists of three small atolls with a total land area of approximately 12.2 square kilometers. A census conducted in 1986 reported a total population of 1690, an increase of 118 over a five-year period. More than 3000 Tokelauans now live abroad, principally in New Zealand and Western Samoa, a result of population pressure and the constraints of atoll life.

Tokelau is administered by New Zealand, and Tokelauans are New Zealand citizens. Following the provisions of New Zealand's Tokelau Act, a new administrator for Tokelau was appointed by the minister for foreign affairs and began a three-year term on 27 January 1988. The Wellington-based administrator made his annual visit to Tokelau in April 1988. Responsibilities for day-to-day administration are delegated to the official secretary, who heads the Office of Tokelau Affairs, located in Apia, Western Samoa.

New Zealand's administration of Tokelau is scrutinized by the United Nations General Assembly's Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples. A report to the committee was distributed on 14 March 1989, following the transmittal of information by the New Zealand government to the United Nations Secretary-General on 10 February.

In April and October 1988, New Zealand representatives made statements to, and were questioned by, the Sub-Committee on Small Territories, and the Fourth Committee. At these meetings New Zealand emphasized the Tokelauans' expressed desire to retain a special relationship with New Zealand and to defer moves toward an independent political status. Nevertheless, on 22 November, the General Assembly reaffirmed "the inalienable right of the people of Tokelau to self-determination and independence," supported measures to promote political and economic development while preserving social and cultural traditions, and urged New Zealand to increase its development assistance to Tokelau.

In October 1988 Tokelau's General Fono—a principal policymaking institution consisting of representatives of each atoll—agreed on a proposal for Tokelau to adopt its own flag and anthem. The fono also supported a visit by the faipule (the fono's three joint chairs) and pulenuku (village mayors) to New Zealand for consultations with the administrator and the minister of foreign affairs, which took place the following month.

Discussions at that meeting focused on political and economic development and on transport. The Tokelau delegation requested a delay in the construction of airstrips on each atoll, and a redirection of resources toward improving shipping services and widening the reef passages. The airstrip