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OUTLINE OF CONDITIONS IN THE TRUST TERRITORY OF
THE PACIFIC ISLANDS

Working paper prepared by the Secretariat

Addendum

Note: Draft amendments to the working paper on conditions in the Trust Territory (T/L.1220 and Add.1) based on the observations and conclusions of the United Nations Visiting Mission to observe the referendum in Palau, Trust Territory of the Pacific Islands, July 1979 (T/1813) and the United Nations Visiting Mission to the Trust Territory, 1980 (T/1816).

A. GENERAL

Population movements

1. In document T/L.1220, after paragraph 10, add the following two new paragraphs:

In its report, the United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1980, 1/ recalled the adoption of United States Public Law No. 95-134 of 15 October 1977, which provided for compensation to the inhabitants of the Bikini, Rongelap and Utirik atolls who had been exposed to radiation, as well as for the payment of such compensation to the heirs of those who had died and for continued medical care. The Mission hoped that the funds authorized for that purpose would be made available as soon as possible and that all concerned would soon receive compensation.

The Mission had been assured by representatives of the Administering Authority that the health and general well-being of the people of those atolls were of primary

1/ Official Records of the Trusteeship Council, Forty-seventh Session, Supplement No. 2 (T/1816), paras. 493-494.

concern to them and that the required periodic medical examinations and surveillance programme would be carried out on a continuing basis.

2. In document T/L.1220, after paragraph 13, add the following new paragraph:

The 1980 Visiting Mission noted the efforts made by the Administering Authority to find a solution to the tragic problem. It strongly recommended that a decision be taken on a programme which was both safe and acceptable to the Bikinian people. The Mission had welcomed the statement of understanding of 17 August 1978 by which the United States accepted responsibility for the well-being of the Bikinians and their descendants, since it believed that the Administering Authority should remain fully committed.

3. In document T/L.1220, after paragraph 14, add the following new paragraph:

The 1980 Visiting Mission thought that the radiological clean-up and rehabilitation project at Enewetak had been executed with meticulous thoroughness judging by the quality of scientific research and testing and the heavy cost of such a comprehensive operation. The Mission hoped that as the people of Enewetak began a new life after an absence of 33 years away from their home islands, all the necessary efforts would be made to ensure that they would be carefully looked after and that special attention would be given to the economic development of their islands. It noted with satisfaction the statements made by representatives of the Administering Authority that the required medical tests would be conducted on a continuing basis and that the health of the people of Enewetak would be fully protected.

4. In document T/L.1220, after paragraph 16, add the following two new paragraphs:

Referring to the steps envisaged for Ebeye in the development plan for the Marshall Islands, the 1980 Visiting Mission noted that under that plan the people of Ebeye would be encouraged to return to their atolls of origin, where an effort would be made to improve their living conditions. Further, a programme would be undertaken to develop other islands of the Kwajalein Atoll where some of the people from Ebeye could make their home and still work at the missile range. The two migrations, in the view of the Visiting Mission that observed the referendum in the Marshall Islands in 1979, would enable Ebeye to regain a more normal population density. The 1980 Visiting Mission reiterated the observation that the plan appeared reasonable and the hope that the resources required for its implementation could be found.

With regard to the land issue on Kwajalein Atoll, the Mission stated that there was still some confusion and misunderstanding on the whole question of the land-use agreement and the level of compensation. If the question was to be finally settled, the Mission considered it important for the people of Kwajalein Atoll to be provided with clarifications which could help dispel any uncertainty they might have about the terms of the land agreement.

War and post-war damage claims

5. In document T/L.1220, after paragraph 27, add the following new paragraph:

Referring to the appeal made by the Trusteeship Council to those concerned to make a further urgent effort finally to resolve this long-standing issue in the best interests of the innocent victims, the 1980 Visiting Mission renewed that appeal, particularly in the light of the disappointing report that the United States Congress had rejected the bill which would have authorized a unilateral settlement by the United States; and of the evidence which the Mission had acquired in the course of its recent visit to the Trust Territory, that the failure to resolve the issue was causing Micronesians deep distress and indignation which was detrimental to their otherwise close and friendly relations with both parties.

B. POLITICAL ADVANCEMENT

Civil Service

6. In document T/L.1220, after paragraph 64, add the following new paragraph:

In the view of the 1980 Visiting Mission, the size of the civil services throughout the Trust Territory remained a cause for concern. They were much too large for the needs of the Territory and placed a heavy burden on the budgets of the component entities. It was clear that the existing public services in the Territory should be both rationalized and reduced and that a greater proportion of the population should be employed in the productive sector rather than in government service. However, in view of the unemployment problem, priority should be given to increasing jobs in the private sector before reducing the civil service too drastically.

Political education

7. In document T/L.1220, after paragraph 65, add the following three new paragraphs:

The United Nations Visiting Mission to observe the referendum in Palau, Trust Territory of the Pacific Islands, observed in its report 2/ that as far as it could judge, there had been very little public debate, especially in the days immediately before the referendum, on the merits and demerits of the constitution. The Mission had formed the clear impression that Palauans were well aware of the issues at stake and had already made up their minds about them.

The 1980 Visiting Mission was concerned to discover that the ESG programme had officially been terminated in September 1979. It was to be hoped that that was not

2/ Ibid., Supplement No. 1 (T/1813), para. 122.

a final decision. The people of Micronesia were exceptionally isolated geographically; political parties which might otherwise help in the process of political education were not yet sufficiently developed or organized to undertake that role; and there were still virtually no newspapers. The Mission recommended that the ESG programme should be revived and take up its earlier mandate of informing the people of the Trust Territory about the political options open to them. In view of the time factor, the Visiting Mission hoped that an early decision would be taken and the necessary funds made available.

The Mission observed that general uncertainty about the future, including the steps leading to termination of the Trusteeship Agreement and the Micronesians' ability to survive economically in a post-Trusteeship world, was at present causing fear and despondency among the inhabitants of the Trust Territory. The Visiting Mission hoped, therefore, that the ESG programme would be speedily reactivated to dispel such fears and enable the people of the Trust Territory to exercise their final act of self-determination, in full knowledge of the political options and with an understanding of the steps leading to the termination of the Trusteeship Agreement.

C. ECONOMIC ADVANCEMENT

General economy

8. In document T/L.1220, after paragraph 86, add the following seven new paragraphs:

The 1980 Visiting Mission agreed with the 1976 Visiting Mission that Micronesia could only be self-sufficient if it reduced its standard of living to a point which would be unacceptable to the population. The need to pursue the course of economic self-sufficiency appeared to be particularly keenly felt now that the Micronesians had already chosen, or were on the verge of choosing, their own form of government.

The Mission observed that the elected representatives of Micronesia generally considered that, while the Administering Authority had performed its tasks in the political field fairly well, it had neglected the productive sector of the economy. No more than the 1976 Visiting Mission did the 1980 Mission wish to pronounce on the respective roles which government and private enterprise should play in the Territory's economic development. However, the 1980 Mission shared the view of the 1976 Mission that, given the special circumstances of Micronesia, with its lack of local capital and shortage of technical skills and experience, the Administration should play a galvanizing role in development. While it was the responsibility of the new political structures established in the Territory to choose their own economic options and to manage their own budgets, the fact remained that the nature of the assistance provided would be a decisive factor in ensuring their economic advancement.

The Mission considered that the five-year indicative development plan, drawn up by the Congress of Micronesia with the help of the United Nations Development

Programme (UNDP) and the Administration, would help towards the rationalization of the Territory's economic choices. Although implementation of the plan had been delayed because of the political changes occurring in the Territory, and although some data needed to be reviewed or clarified in the light of the political options selected by the Micronesians, the Mission felt that it still contained some useful guidelines. It noted the efforts made by the Administering Authority to try to pursue the objectives laid down in the plan, particularly with regard to the infrastructure.

The Mission noted with satisfaction the additional efforts made by the Administering Authority to meet its commitments regarding capital investment programmes (it had stated in 1976 that it would spend \$US 145 million on such programmes). Throughout its visit to the Territory, the Mission had had an opportunity to see the progress made in building up the infrastructure. However, it had heard many appeals for increased assistance in such areas as the development of roads in population centres, improvements in the water supply and electricity and, in general, improvements in the infrastructure of the outer islands.

The Visiting Mission to observe the referendum in Palau noted that the current living standard of the Palauans was mainly subsidized by grants from the Administering Authority for governmental services and infrastructure costs. Over half of the working population was employed by the Administration; many others were involved in consumption-related activities and those which used imported goods. The volume of imports was more than 10 times greater than that of exports, and included most food-stuffs. Referring to the five-year development plan prepared by experts from UNDP in anticipation of the end of trusteeship status, the Mission stated that four goals had been set: self-sufficiency in food production; diversification of resources; equitable distribution of increased income; and improvement of living standards.

The Mission was in agreement with those goals. Concerning the first in particular, it felt that the development of taro, cassava and sweet potato farming could enable rice and potato imports to be greatly reduced. The production of fruits, such as papaya and avocado, also offered interesting possibilities, and poultry, hog and cattle raising could fill local meat needs.

The Mission observed that since the production of electricity from petroleum was becoming more and more costly and led to an excessive dependence on petroleum supplies, there was an urgent need to study the possibility of using solar and wind energy.

Assistance from international institutions and other countries

9. In document T/L.1220, after paragraph 101, add the following new paragraph:

The 1980 Visiting Mission, stating that the leaders and members of the public of Micronesia to whom it talked had expressed their concern regarding the risk of isolation of the Trust Territory once the Trusteeship Agreement had been terminated,

/...

considered it highly desirable that the Micronesians should be encouraged to develop relationships at the regional level, which would enable them to benefit from the development experience of their neighbours. It also believed that multilateral aid programmes should allow for more participation by Micronesians. On the basis of their experience, they could thus make a constructive contribution to the implementation of such programmes.

Land

10. In document T/L.1220, after paragraph 110, add the following new paragraph:

In its report, the 1980 Visiting Mission observed that almost all of the public land had been handed over to the territorial entities. It was of the view that, since land was a rare commodity in Micronesia, particular attention should be paid to the arable public land where commercial agriculture could be developed.

11. In document T/L.1220, after paragraph 111, add the following new paragraph:

The 1980 Visiting Mission stressed the importance of continuing the programme for the cadastral surveying of private land, which should facilitate the settlement of land disputes. It was, however, aware of the problems presented by rapid changes in ownership.

Agriculture and livestock

12. In document T/L.1220, after paragraph 121, add the following three new paragraphs:

The 1980 Visiting Mission believed that the role to be played by Governments of the entities in bringing about balanced agricultural development would be decisive. In that connexion, the experience of other countries in the region could be studied, and technical assistance should be strengthened. While the Mission noted with satisfaction the various studies made, it nevertheless believed that any decision taken regarding them should be part of a carefully studied over-all plan. The Mission stressed the importance for the established copra stabilization boards to have the necessary funds for ensuring the copra producers a constant income.

The Mission believed that in order to meet the meat demands in the Territory and to cut imports, the number of poultry farmers should be increased and piggeries should be operated on a wider scale. To alleviate the high cost of commercial feed and to make feed products easily available to the farmers in the Territory, local feed mills should be established. In that regard, the Mission welcomed the recommendations which had been made for feed mills for Palau and Ponape to help alleviate the problem. It also believed that careful attention should be given to the studies and recommendations which had been recently made by UNDP with regard to piggeries and poultry farms.

The Mission welcomed the fact that a soil and forestry survey had been undertaken in January 1979 and considered that project as a basic step towards the further exploitation of the resources of the Territory. Attention should be given to the use, as well as the conservation, of its forestry resources.

Marine resources

13. In document T/L.1220, after paragraph 127, add the following two new paragraphs:

In its report, the 1980 Visiting Mission stated that efforts should be made to promote the development of marine resources. To that end, it would be necessary to develop vocational training programmes and agreements reached with foreign companies should contain provisions for the training of Micronesians. Fishermen should be assured not only of a stable income, but also of a marketing system for their products. The situation in the outer islands, with the related problems of transport, should be studied carefully. Finally, it appeared realistic to suggest that small canneries be developed, which would make the Territory less dependent on foreign companies. A decision should also be taken on the establishment of a fisheries complex on Dublon for which the feasibility study had already been carried out.

According to the Visiting Mission to observe the referendum in Palau, fishing was a sector that could be developed not only for the local market but also for export. At the time of the Mission's visit, a United States company, the Van Camp Sea Food Company in Palau, was catching and refrigerating tuna before sending it to canneries. Large investments in fishing boats, tackle and cold-storage warehouses were necessary, as was extensive work in the field of vocational training.

Third United Nations Conference on the Law of the Sea

14. In document T/L.1220, after paragraph 130, add the following two new paragraphs:

Like the 1976 Visiting Mission, the 1980 Visiting Mission emphasized once again the importance of the protection of Micronesian marine resources. It reiterated the satisfaction expressed by the Trusteeship Council during its forty-sixth session at the entry into force of Public Law No. 7-71 on the exploitation, management and conservation of marine resources within the 200-mile economic zone of the Federated States of Micronesia. It noted with interest that the Marshall Islands and Palau had also established an economic zone of 200 miles.

The Mission pointed out that during its visit to the Northern Mariana Islands, the leaders of that entity had complained to it that the Administering Authority had taken no action on their request to participate in the Third United Nations Conference on the Law of the Sea.

Industry and tourism

15. In document T/L.1220, after paragraph 138, add the following two new paragraphs:

The 1980 Visiting Mission shared the opinion expressed in the five-year indicative development plan that tourism could only be developed gradually, with a carefully prepared over-all plan. While not claiming to make an in-depth study of the subject, the Mission wondered what profit the territorial entities could derive from the development of the tourist industry.

The report of the Visiting Mission to observe the referendum in Palau District, stated that the District had magnificent landscapes for tourists; however, the lack of beaches, especially on Koror and Babelthuap, and of hinterland would restrict the development of tourism as long as Palau remained outside major traffic routes.

Transport and communications

16. In document T/L.1220, after paragraph 147, add the following new paragraph:

The 1980 Visiting Mission welcomed the improvements made in the harbour installations of the larger population centres since the 1976 Visiting Mission. The 1980 Mission had visited the wharf in the harbours of Majuro and Yap, among other places. It had been told that the facilities in Koror (Palau) still fell short of the needs, in particular, of the copra plant.

17. In document T/L.1220, after paragraph 149, add the following three new paragraphs:

In its report, the 1980 Visiting Mission stated that its attention had been drawn to the need to improve the emergency air evacuation system. It had been particularly emphasized that that method would be less costly than mobilizing a ship for emergency relief purposes. The Mission had been told that a woman had died at Ulithi (Yap) because of the delay in bringing assistance. It had therefore appeared to the Mission that the provision of air runways to accommodate small aircraft should be considered.

The Mission stated that the development of the road network must be considered essential to the economic development of the Territory, and could no longer be neglected. Substantial progress could be made with the help of manual labour, possibly as part of a community service. Some villagers told the Mission that they would be willing to help build their own roads if the necessary equipment were provided.

The Mission to observe the referendum in Palau expressed its doubt about the profitability of the planned network of roads on Babelthuap to facilitate increased crop production and to provide walking routes for tourists. In addition to the large investments that would be required, it would become a heavy burden for the

district, which would have to ensure maintenance and to repair the network under particularly difficult climatic conditions. The Mission wondered whether it would not be more useful merely to plan, at least initially, for a few transverse roads to transport products to coastal villages, where they could be taken away by boat.

D. SOCIAL ADVANCEMENT

Medical and health services

18. In document T/L.1220/Add.1, after paragraph 166, add the following two new paragraphs:

In its report, the 1980 Visiting Mission endorsed the recommendation of the 1976 Visiting Mission that greater care be taken to ensure that the medical facilities under construction be built to last for a reasonable number of years. It also wished to stress the need to set aside sufficient funds for regular maintenance and to train local labour to carry out the work. The problem was particularly acute in the case of maintaining sophisticated equipment. The Mission had been concerned to note in the course of its tour how often buildings which had been praised by an earlier visiting mission had deteriorated owing to lack of regular maintenance by trained personnel.

With regard to medical referrals outside the Trust Territory, the 1980 Mission stated that one way of reducing such referrals, which was currently being tried, was to use the Ponape Hospital as a referral centre for the Territory. A new idea, which the Mission was told about in Saipan, was to reverse the present procedure and send specialists to the patients. Specialists would make short visits to the various hospitals in the Territory to perform operations or give advanced medical treatment. Efforts would be made to reserve the treatment of serious, but not urgent, cases for such visits, so that the visiting specialists could deal with a number of cases. The Mission had been told that that system was very much less expensive and also less disruptive for the patients. It would seem to be a promising suggestion.

19. In document T/L.1220/Add.1, after paragraph 168, add the following two new paragraphs:

In its report, the 1980 Visiting Mission observed that the health services were still experiencing difficulties in recruiting suitably qualified Micronesian doctors. It suggested that the territorial Governments might wish to consider offering incentives to encourage young people to study medicine. The Mission was concerned to discover that not only were dispensaries being closed because of lack of staff, but that the MEDEX staff who operated the dispensaries in the past had been replaced by health assistants, some of whom had received as little as nine months' training. The situation was particularly serious in the case of the outer islands. It was also a false economy since it increased the number of medical referrals.

In its visits outside the district centre, the Mission to observe the referendum in Palau noted that the existing clinics were capable of providing some health care in satisfactory conditions. The Mission stated that the hospital at Koror appeared to be very well run. From its meeting with the director of that institution, it found that the staff were currently coping with problems for which they had not been prepared. The sociological changes to which the population of the district had been subjected had led to increased alcoholism and drug abuse (marijuana) and the emergence of severe psychological problems.

E. EDUCATIONAL ADVANCEMENT

General

20. In document T/L.1220/Add.1, after paragraph 194, add the following three new paragraphs:

The 1980 Visiting Mission believed that it was important that those concerned with the planning of educational policy should take into account the desirability of encouraging studies in subjects which would be relevant to the future development of the Trust Territory. That would not only be in the interest of the Territory, but would also be important for the students themselves, the majority of whom pursued their studies primarily with the aim of qualifying for a future career. It was particularly demoralizing after years of study to find that hard-earned qualifications proved to be in a field which offered no career opportunities.

The Visiting Mission to observe the referendum in Palau District found the level of education in that District to be generally satisfactory. The main problem faced by the Palauan authorities was how to focus the education of young people so that they could find local employment upon completing their studies. In order to encourage them to stay in the country and to avoid cultural alienation, as many training institutions as possible should be set up in the district; however, the scarcity of trainees did not justify the necessary investments.

The Mission stated that its attention was drawn to the problem of educational establishments which, built with imported materials according to United States standards, were unsuitable for the climatic conditions and were difficult and costly to maintain.

Primary and secondary education

21. In document T/L.1220/Add.1, after paragraph 200, add the following new paragraph:

In its report, the 1980 Visiting Mission noted that it was generally agreed that there had been at least a three-year gap between the level of graduation from a Micronesian high school and the level of entry into a United States college or university. The students had pointed out that the effort to catch up put them under

a great strain and gave them an inferiority complex. They were also at a disadvantage because in most cases their knowledge of English was inadequate. The Mission suggested that the educational authorities in the Trust Territory might consider running pre-college courses for students in order to narrow that gap, in both the subject of their proposed studies and the English language.

Vocational education

22. In document T/L.1220/Add.1, after paragraph 215, add the following new paragraph:

In its report, the 1980 Visiting Mission recalled that the Trusteeship Council and previous missions to the Trust Territory had repeatedly stressed the need to develop vocational education in Micronesia. Since the 1980 Mission shared that view it was pleased to note the new programmes which had been introduced in that field since the report of the last Mission. It hoped that the authorities concerned would keep those programmes under continuous review to ensure that they were up to date with current needs in the labour field.

Teacher training

23. In document T/L.1220/Add.1, after paragraph 220, add the following new paragraph:

The report of the 1980 Visiting Mission stated that the shortage of teachers at both the elementary and secondary school level had already been mentioned, as had the fact that the teaching profession could not compete with the Civil Service which offered better financial prospects. If the level of teaching was to be raised, it would be necessary to offer better incentives to attract better qualified entrants. In view of the importance of improving the level of education in preparation for self-government or independence, the educational authorities concerned might wish to give that problem further thought.

Dissemination of information on the United Nations

24. In document T/L.1220/Add.1, after paragraph 224, add the following three new paragraphs:

In its report, the 1980 Visiting Mission indicated that some of the printed material received from the United Nations had been a great success. The Mission was however less happy about the present distribution of some of the other material. The Mission asked to see United Nations publications whenever it visited a school. Although the material had almost always been received, it did not look as if it had been read by the children, who appeared to be very interested in the United Nations. Their failure to utilize fully United Nations publications was not due to lack of interest, but to the fact that the material was too advanced for their level of understanding.