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UN/SA COLLECTION

CONDITIONS IN THE TRUST TERRITORY OF THE PACIFIC ISLANDS

Report of the Drafting Committee

1. At its 1520th meeting, on 29 May 1981, the Trusteeship Council appointed a drafting committee composed of the representatives of France and the United Kingdom of Great Britain and Northern Ireland to propose, on the basis of the discussions which had taken place in the Council, conclusions and recommendations on conditions in the Trust Territory of the Pacific Islands, and to make recommendations concerning the chapter on conditions in that Territory for inclusion in the next report of the Trusteeship Council to the Security Council.
2. The Drafting Committee held ___ meetings. It had the benefit of the assistance of representatives of the Administering Authority.
3. In the light of the general discussions in the Trusteeship Council on conditions in the Territory, the Committee drafted a number of conclusions and recommendations which it considered as reflecting the opinions of the majority of the members of the Council and which are set out in the annex to the present report.
4. The Committee recommends to the Trusteeship Council that it adopt the revised working paper on conditions in the Trust Territory of the Pacific Islands (T/L.1225 and Add.1) as the basic text for the chapter on conditions in that Territory to be included in the next report of the Trusteeship Council to the Security Council.
5. The Committee also recommends that the Trusteeship Council adopt the conclusions and recommendations set out in the annex and include them at the end of the report.

Annex

DRAFT CONCLUSIONS AND RECOMMENDATIONS

A. GENERAL

Land and people

1. The Trusteeship Council notes that a census was conducted in the Trust Territory in 1980. The Council hopes that the data so obtained will be effectively utilized for planning and development purposes.
2. The Council notes the Administering Authority's assertion that title to property held by the Trust Territory Government but physically located in the jurisdiction of the new governments is now being transferred to the latter.
3. The Council notes the provision which has been made by the Administering Authority for architectural and engineering work to be carried out in Ponape, in response to concern voiced by the President of the Federated States of Micronesia.
4. The Council takes note of the continuing concern expressed by representatives of the Trust Territory about the possible dangers of the dumping of nuclear waste in the Pacific region. The Council notes in particular the appeal of Mr. Francisco C. Ada, Special Representative of the Administering Authority from the Northern Mariana Islands, made at the 1514th meeting of the Council (see T/PV.1514). In this connexion, the Council notes the observations of the Administering Authority contained in document T/OBS.10/50 concerning the communication contained in document T/COM.10/L.286.
5. The Council welcomes the steps taken towards upgrading the high-frequency telecommunications system and notes that agreements have been signed for the installation of a satellite communications system throughout the Territory.

Population movements

6. The Trusteeship Council takes note of the statement made by Mr. Daniel J. High, Acting Deputy High Commissioner and Special Representative of the Administering Authority, that work will continue towards improving conditions for the displaced people of Enewetak and Bikini and towards strengthening the health and food programmes applying to those areas and other areas in the Marshall Islands affected by the nuclear problems.
7. The Council notes with regret that the health programme proposed under recent United States legislation has not yet been implemented. The Council notes that there is some doubt as to who would be covered by the plan, and urges the parties concerned to find a speedy solution to this question. In this connexion, the Council wonders if a sample survey might be conducted among the people of the

Marshall Islands without prejudice to the immediate implementation of the health programme for the peoples of Bikini and Enewetak.

8. The Council notes with regret that not all of the people of Enewetak Atoll have been able to re-establish their homes as they had hoped. However, the Council notes that interim measures have been taken, in close consultation with the people of Enewetak themselves, for their resettlement. The Council reiterates its concern that any resettlement proposal should take fully into account any remaining health hazards.

9. The Council notes that a master plan for the relocation of the Bikinians is currently under review. The Council welcomes the steps taken to improve the temporary conditions of the people of Bikini on Kili and Ejit Islands, while recognizing their ultimate intention to return to Bikini Atoll when it is safe to do so. The Council welcomes the decision which has been taken to construct an airstrip on the island of Kili.

10. The Council reiterates its view that urgent attention should be given to the social, cultural and economic difficulties of the people living on Ebeye arising from the overpopulation of that island. In that connexion, the Council notes the completion of the sewerage project on Ebeye and takes note of the suggestion that Ebadon island might be developed with a view to relocating some of the population from Ebeye.

War and post-war damage claims

11. The Trusteeship Council reiterates its concern that war damage claims have not yet been fully settled as determined by the Micronesian Claims Commission and calls on the parties concerned to make further efforts to resolve this long-standing issue in the best interest of the innocent victims.

B. POLITICAL ADVANCEMENT

General political structure

12. The Trusteeship Council notes that the constitution of Palau was adopted in the referendum of 9 July 1980 and became effective on 1 January 1981. With the achievement of constitutional government in Palau, the Council is pleased to note that there are now constitutional governments throughout the Trust Territory.

13. The Council notes that responsibility for administrative matters throughout the Trust Territory is now exercised by the constitutional governments and that the High Commissioner's suspension power has been invoked only in rare instances.

14. The Council welcomes the increasing contacts which the constitutional governments have made with other nations in the region. In this connexion, the

Council notes with particular interest that the Federated States of Micronesia, the Marshall Islands and the Northern Mariana Islands have achieved full membership in the South Pacific Commission (SPC), and that the Federated States now has observer status in the South Pacific Forum.

Territorial government

Legislatures

15. The Council notes that the Palau Legislature elected on 4 November 1980 was convened for the first time in January 1981.

16. The Council notes that there is a jurisdictional dispute between the Marshall Islands Government and the Nitijela on the one hand, and the High Commissioner's office on the other, on the procedure associated with the forthcoming plebiscite on future status. The Council notes that the case is under review with the Department of the Interior of the United States and hopes that a speedy solution will be found to this question.

Executive

17. The Council notes that during 1980 the transfer of functions and responsibilities from the Administering Authority's headquarters to the new constitutional governments continued at a swift pace. The Council notes that the Administering Authority's role is increasingly restricted to overseeing the capital improvement programme, expenditure of funds appropriated by the United States Congress and certain foreign affairs matters.

18. The Council notes that elections were held in Palau on 4 November 1980 for the new constitutional government which took office on 1 January 1981.

Civil service

19. The Council recalls its concern that the Administering Authority should provide all possible intensive training programmes to prepare Micronesians to take on new responsibilities and hopes that specialists can be made available in technical and other specialized fields where necessary until qualified Micronesians have been trained to replace them.

20. The Council also reiterates its conviction that the size of the civil services throughout the Trust Territory remains a cause for concern, placing a heavy burden on territorial budgets and absorbing a disproportionate share of trained personnel. The Council urges the Administering Authority to give all possible assistance in creating jobs in the private sector, so that the civil service can be rationalized and reduced without exacerbating the unemployment problem.

Political education

21. The Council is seriously concerned at the slow pace of the political education programme in preparation for the plebiscite due to be held in the imminent future. The Council insists that the people of Micronesia must be made fully aware of the options open to them and notes the assurances of the Administering Authority that such a programme will be set in train, in co-operation with the constitutional governments, in good time.

Decentralization

22. The Council welcomes the reduction in staff of the Administering Authority's establishment at Trust Territory Headquarters on Saipan, and notes the statement by Mr. High, Special Representative of the Administering Authority, that his office will function in the future as a technical and management assistance institution, handing over the responsibility for direct administrative tasks to the new constitutional governments.

C. ECONOMIC ADVANCEMENT

General

23. The Trusteeship Council notes with regret that the Territory's economy is such that it cannot come up with sufficient funds to cover the administrative and social expenditure of the constitutional governments. In particular, the structural imbalances in the economy seem not to have been significantly reduced. Under the circumstances, it feels that now that the Micronesians are on the verge of choosing their future status, economic assistance to the Territory should be maintained at least at its present level to enable the people to achieve a certain measure of economic independence.

24. The Council notes in this connexion that the Micronesian economy continues to feel the effects of inflation and energy price rises. However, it notes the efforts that have been made to find and develop alternative sources of energy, in particular, solar energy and wind power.

25. The Council notes that the Territory's exports amount in value to only one fifth of its imports and that the income derived from copra and tuna fish has declined this year. Inasmuch as the funds now derived from agriculture, handicrafts, fishing and tourism cannot increase rapidly to any significant degree, the Council urges the Administering Authority to promote the development of the kinds of production that can satisfy local needs, especially for food. It notes that the Administering Authority is providing assistance to the constitutional governments if requested, in order to develop local products, thereby discouraging purchases of similar products abroad.

26. The Council is pleased to see that coconut oil has been included in the Generalized System of Preferences and that the customs duty on coconut oil has been eliminated as of 1 January 1981.

27. The Council notes with satisfaction that the Administering Authority will provide the funds needed for the attainment of the goals of the five-year capital improvement plan ending this year. It hopes that the final contracts may be awarded speedily.

28. The Council regrets that the second phase of the capital improvement programme, which was designed to ensure the development of the outer islands, is currently seen by the Administering Authority as being a list of projects which might be implemented at a later stage. It none the less hopes that some parts of the second phase of the capital improvement programme will be implemented before the termination of the Trusteeship Agreement.

29. The Council notes that water and electricity supplies continue to be erratic in certain parts of the Territory. Pending the implementation of projects relating to alternative sources of energy it feels that modernization of the diesel generators should be undertaken as a matter of priority.

Public finance

30. The Council notes that the constitutional governments were given the opportunity to determine their programme priorities for the 1982 budgetary year on the basis of certain budgetary guidelines.

31. The Council has noted with interest that the constitutional governments have been provided with additional funds to cover the expenses they will have to incur during the transitional period. It hopes, however, that if federal programmes are cut the cuts will not affect the level of assistance given to the Territory, particularly in the social field.

32. The Council hopes that the views of the governments concerned will be taken into account in rationalizing the financial management system and facilitating budget preparation and accounting.

33. The Council reiterates its view that the Territory's system of taxes and duties should be designed to discourage the import of goods and products which could be obtained locally.

Assistance from international institutions and other countries

34. The Council strongly encourages the leadership of the Territory to develop relations with the various regional and international programmes.

35. The Council also notes with satisfaction the assistance provided by the World Health Organization (WHO) under the three-year health development programme launched in 1979, with particular reference to the training of medical and paramedical personnel and the granting of fellowships. Thanks to action by WHO, it has also been possible to reduce mortality from certain diseases, to improve child feeding, and to give the community a hand in controlling diseases itself. In conjunction with the South Pacific Commission (SPC) nutrition and health education training courses were organized last year. The Council is encouraging the constitutional governments to pursue these activities.

36. The Council notes with satisfaction the efforts undertaken by the Governments of the Territory to forge links and develop co-operation with other States in the region. In that connexion it observes that the Governments of the Marshall Islands and of the Federated States of Micronesia have signed assistance agreements with the Government of Japan and that Palau plans to do so too. It also notes that the Federated States of Micronesia has joined the South Pacific Bureau for Economic Co-operation.

Credit

37. The Council is pleased that the constitutional governments will be able to apply for loans from the Economic Development Loan Fund once they have established their banking system.

Land

38. The Council notes with satisfaction that public land has been transferred to local authorities, with the exception of small areas of Palau where there are still some administrative difficulties.

39. The Council notes that the weather stations and adjoining housing still held by the Government of the Territory will be handed over to the constitutional governments before the termination of the Trusteeship Agreement.

40. The Council notes that funds are now available to finance the purchase or leasing of land which the Administering Authority currently holds under indefinite use agreements and that negotiations are under way. In this connexion it observes that the Administering Authority plans to complete most of the payments before the end of 1981.

Agriculture and livestock

41. The Council believes that the expansion of agricultural and livestock production to meet the needs of the population continues to be a matter of priority. In addition, it requests the Administering Authority to promote export-oriented agriculture.

42. The Council reiterates its hope that the study on the development of pepper plantations on Ponape and the Truk broiler project, which is 70 per cent done, will soon be completed.

43. The Council noted the distribution of a new variety of coconut trees and urges the Administering Authority to continue its effort to improve the yield of coconut plantations in order to guarantee supplies for the two copra processing plants in the Territory.

Marine resources

44. The Council notes with satisfaction that the three maritime authorities of the Federated States of Micronesia, the Marshall Islands and Palau, respectively, are working to strengthen their legislation on the protection of the 200-mile zones. It takes note of the Administering Authority's intention of extending assistance to ensure respect for the rights of the Micronesians over the 200-mile zones.

45. The Council notes with interest that the Governments of the Marshall Islands, the Federated States of Micronesia and Palau have entered into a licensing agreement with the American Tuna Boat Association. It also observes with interest that the Government of the Marshall Islands has signed a fisheries agreement with the Government of Japan.

46. The Council notes with satisfaction that the Administering Authority is paying constant attention to projects for improving the exploitation of marine resources. It particularly welcomes the services of the Research Center set up in Palau.

Third United Nations Conference on the Law of the Sea

47. The Council notes that the Trust Territory delegation to the Third United Nations Conference on the Law of the Sea during the year under review has been composed of representatives of the Federated States of Micronesia, the Marshall Islands and Palau.

48. In this respect, it notes that the question of their possible participation in a convention on the law of the sea was raised in a positive manner at the last session of the Third United Nations Conference on the Law of the Sea.

Light industry

49. The Council reiterates its concern at the absence of small industrial enterprises in the Territory.

Tourism

50. The Council stresses that Micronesia can be considered to be an attractive region for tourism. It notes the remarkable growth of the tourist industry in the Northern Mariana Islands and the more modest progress achieved in other parts of the Territory. In this connexion, it notes the tourist hotel projects in Palau and in the Marshall Islands.

51. The Council considers that tourism could only be developed gradually, with a carefully prepared over-all plan. It notes in this respect that in order to set up a tourist industry there would have to be a well-developed infrastructure (roads, water supply, electricity, hotels) as well as a potential tourist market.

52. While welcoming the expansion of the tourist industry, the Council reiterates the hope that the interests of the population and the existing social structures will be safeguarded and the environment preserved.

Transport and communications

53. The Council shares the view of the representatives of the constitutional governments that transport and communications continue to be a serious problem in the Territory.

54. In this connexion, it hopes that the legal problems resulting from the transfer of ownership of ships and aircraft to the constitutional governments will be solved rapidly. It notes in this respect the negotiations undertaken by the Governments of the United States and of the Marshall Islands for the registration of the two aircraft belonging to the Marshall Islands airline company.

55. The Council notes with satisfaction that the work on the Moen (Truk) and Kosrae docks is nearing completion.

56. The Council notes with satisfaction the opening of the new Rota airport, the expansion of the Truk airport and the improvements made to the Ponape airport. It hopes that the new airports in Palau and Kosrae will be completed soon.

57. The Council notes with regret that the road network remains inadequate in certain parts of the Territory and that some of the work carried out in this area is hardly consistent with the local situation.

58. The Council notes that the Territory's inhabitants wish to see the development of a satellite communications system to improve communications within Micronesia and with the outside world and also notes the studies conducted by the Administering Authority in this respect. In this connexion, it welcomes the signing of the agreements concluded between the Governments of the Federated States of Micronesia, Palau, the Marshall Islands and the Northern Mariana Islands and the Communications Satellite Corporation.

D. SOCIAL ADVANCEMENT

Medical and health services

59. The Trusteeship Council welcomes the establishment of a Health Manpower Training Program for the Trust Territory. The Council notes that the programme, which is located in Ponape, offers courses of study in all aspects of health care and has already provided ongoing training in this field for more than 100 Micronesians.
60. The Council notes with regret that the health services in Micronesia still have only two suitably qualified Micronesian doctors. It reiterates the suggestion made by the 1980 Visiting Mission that the governments of the Territory might wish to consider offering incentives to encourage young people to study medicine. However, it notes with interest the effort undertaken to train medical auxiliaries.
61. The Council is concerned about the deterioration of the hospital in Palau. It hopes that the necessary financial steps will be taken so that the renovation of this hospital may be started and the renovation of the Truk hospital completed.
62. The Council notes with satisfaction that additional funding of \$US 3 million has been provided by the Administering Authority for fiscal years 1981 and 1982 to help meet the cost of specific operations and maintenance functions, including the maintenance of medical facilities.
63. The Council commends the Administering Authority for its continuing efforts to improve health standards in the Trust Territory. The Council notes that statistics provided by the Administering Authority show a marked reduction in occurrence of major diseases in the islands, reflecting the success of the vaccination programmes carried out in the Trust Territory, and notes with satisfaction the decline in the mortality rate due to intestinal diseases. However, the Council urges the Administering Authority to devote special attention to the recrudescence of cases of tuberculosis in Ponape and of leprosy in the Federated States of Micronesia.

Community development

64. The Council expresses the hope that the people of Micronesia will recognize the need to participate more actively in community development projects. To that end it wishes an analysis of the effects of trusteeship to be undertaken to allow the preparation of future programmes in the social and cultural fields. The Administering Authority should examine, with Micronesian representatives, ways in which such a study might be carried out.

Labour

65. The Council continues to be deeply concerned by the serious unemployment problem and the imbalance between wage-earners employed in the public sector and those employed in the private sector. It takes note of the efforts made to encourage apprenticeships.

Housing

66. The Council calls upon the Administering Authority to pay due attention to the possibility of using local materials in future construction programmes so that high maintenance costs can be avoided and Micronesian manpower employed to the full.

Youth questions

67. The Council is disturbed by the communications which it has received on youth problems (unemployment among young people, juvenile delinquency). It trusts that the Administering Authority will devote due attention to the consequences of the particularly young age structure of the population of the Territory. In this respect the Council welcomes the Young Adult Conservation Corps (YACC) programme.

E. EDUCATIONAL ADVANCEMENT

General

68. The Trusteeship Council considers that the Administering Authority has served the Trust Territory well in providing a system of universal primary schooling throughout the islands. The Council also welcomes the high rate of secondary school attendance and hopes that efforts will be directed towards improving higher educational and vocational training schemes in preparation for termination of the Trusteeship Agreement.

69. The Council notes the many references made by special representatives from the Territory to the deterioration of facilities in certain areas. The Council considers that maintenance of existing facilities should rank among the highest priorities and recommends that a training element for maintenance work should be written into all remaining educational projects.

70. The Council reiterates the concern expressed at previous sessions of the Trusteeship Council and the observations of visiting missions that there is some danger of social disorientation among young people in the Territory. The increasing number of suicides is a particularly disturbing trend among unemployed high school graduates and high school drop-outs. The Council therefore urges the Administering Authority to ensure that young people are given every opportunity to serve the community and to find useful work in making their contribution to the emerging Micronesian states.

Primary and secondary education

71. The Council welcomes the efforts of the Administering Authority to promote special training programmes in maintenance of facilities so that the general deterioration of primary and secondary school buildings, particularly in the Federated States of Micronesia, can be halted. The Council hopes that these programmes can be continued after the termination of the Trusteeship Agreement.

72. The Council notes with interest that steps are being taken in the Trust Territory to improve the qualifications of primary and secondary school teachers. In this connexion, the Council welcomes the activities made possible by the Territorial Teacher Training Assistance Program and hopes that funds will continue to be provided after 1981.

73. The Council notes with interest the establishment of the Micronesian English Teaching Unit (METU) and that it is co-operating with language teaching consultants from the South Pacific Forum. The Council urges the Administering Authority, in association with other institutes of higher education in the area, to give all possible help in transforming the Unit into a permanent training centre.

74. The Council calls upon the Administering Authority to investigate the difficulties being encountered in the Federated States of Micronesia with respect to primary and secondary education. The Council is disturbed by the inadequate facilities and the low level of school attendance there in comparison with other parts of the Trust Territory.

Higher education

75. The Trusteeship Council notes with concern the precarious situation at the College of Micronesia. Since the College is the principal institution for higher education in the Trust Territory, the Council urges the Administering Authority to ensure that its facilities are not allowed to deteriorate to the point that its accreditation within the United States educational system is jeopardized.

76. The Council is encouraged that the governments of the Federated States of Micronesia, the Marshall Islands and Palau have made commitments to continue their support of the College of Micronesia after the termination of the Trusteeship Agreement. The Council views this as an important principle for the future development of the Territory and hopes that the college will continue to serve as a link between the peoples of the islands.

77. The Council welcomes the accreditation of the Northern Mariana Islands School of Nursing as part of the College of Micronesia.

78. The Council welcomes the establishment in the Northern Mariana Islands of a junior community college which will improve facilities for practical training at the post-secondary level.

Vocational training

79. The Council welcomes the programmes initiated in the Trust Territory to provide special courses for handicapped people. The Council pays tribute to the Administering Authority and the constitutional governments for their special efforts in connexion with the International Year of Disabled Persons and hopes that workshops such as that held in co-operation with the University of Guam might be continued on a regular basis.

80. The Council welcomes vocational programmes such as the Micronesian Trades Apprenticeship Program and the Young Adult Conservation Corps and the recognition being given to the importance of imparting technical skills. The Council urges the Administering Authority to expand such programmes as much as possible to equip young people with the necessary skills to assist in Micronesia's economic development.

81. The Council notes with interest that seven new vocational education and construction trades programmes have been established in the Northern Mariana Islands and that a number of Micronesians from all parts of the Trust Territory took part in a workshop in Saipan conducted by the University of Hawaii. The Council hopes that the courses now being offered will establish a firm basis for curriculum development and manpower planning throughout the Trust Territory.

Teacher training

82. The Council notes the efforts made by the Administering Authority to improve the general level of teachers' qualifications in the Trust Territory. In this connexion, it notes the new teacher certification requirement and hopes that sufficient encouragement and incentives will be given to improve the prospects of the teaching profession in relation to the Civil Service.

83. The Council notes that a number of intensive training seminars for local language specialists are being held in 1981 and hopes that the importance of improving standards of English for trade and technical purposes will continue to be recognized and such programmes supported.

84. The Council hopes that special attention will be given to the College of Micronesia which remains the principal institution for teacher training, and urges the Administering Authority to make all possible efforts to improve the level of educational qualifications in the period preceding termination of the Trusteeship Agreement.

F. CONSTITUTIONAL DEVELOPMENTS AND PROGRESS TOWARDS
SELF-GOVERNMENT OR INDEPENDENCE

85. The Trusteeship Council reaffirms the inalienable right of the people of Micronesia to self-determination, including the right to independence in accordance with the Charter of the United Nations and the Trusteeship Agreement.

86. The Council notes that, in the referendum held on 9 July 1980, the people of Palau endorsed the draft Constitution by 78 per cent of the votes cast, that elections for a new constitutional government were held on 4 November 1980, and that the newly elected Government assumed power and the new Constitution came into effect on 1 January 1981.

87. The Council notes that, in 1980, substantial progress was made in the negotiations on political status. It notes in that respect that on 31 October 1980 the compact of free association was initialled by the representatives of the United States on the one hand and those of the Marshall Islands and the Federated States of Micronesia on the other, and that the President-elect of Palau also initialled the compact on 17 November 1980.

88. The Council, whilst appreciating the need for the Administering Authority to review its policy on the Trust Territory, nevertheless notes that it was not possible, during the current session, to confirm the United States' intention to seek to terminate the Trusteeship Agreement by 1981.

89. The Council trusts that the negotiations between the Administering Authority and the constitutional governments concerned will lead to a mutually satisfactory outcome which respects the personality of every party. It hopes that the Administering Authority will keep it informed of the status of the discussions.

90. The Council notes with interest the statements of the representatives of the constitutional governments who, like last year, emphasized their desire to maintain preferential and close relations with the Administering Authority after the termination of the Trusteeship Agreement.

91. The Council notes that once the compact of free association is signed, the Government of the United States and the constitutional governments will submit it to a referendum, which will be held simultaneously in each of the areas to which the compact applies. It takes note of the stated intention of the Administering Authority to invite the international community to observe the referendum through the intermediary of the appropriate United Nations organs.

92. The Council strongly reiterates its opinion that all the people of Micronesia should be given the fullest opportunity, before the referendum, to inform themselves about the various political choices open to them, including independence. To that end it wishes a programme for political education to be undertaken seriously and speedily.

93. As in previous years, the Council does not wish to make precise recommendations on the future political status of the various Micronesian entities. It reiterates

its view that free association is an option that is not incompatible with the Trusteeship Agreement, provided that the populations concerned have freely accepted it.

94. The Council takes due note of the intention of the United States to conclude the negotiations and seek termination of the Trusteeship Agreement in the near future.

95. The Council notes that the United States Government has reaffirmed its intention to proceed in a manner fully consistent with the Charter of the United Nations and to take up the matter of termination of the Agreement at the appropriate time with the Trusteeship Council and the Security Council.

96. The Council urges the Administering Authority to consider maintaining the amount of its aid, after the end of its mandate, at a level comparable to that which obtains at present.

97. The Council again expresses the hope that the Micronesians will take all necessary steps to establish, after termination of the Trusteeship Agreement, the all-Micronesian entity which they agreed upon at Molokai in October 1977.
