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OUTLINE OF CONDITIONS IN THE TRUST TERRITORY
OF THE PACIFIC ISLANDS

Working paper prepared by the Secretariat

Addendum

D. SOCIAL ADVANCEMENT

Human rights

180. In 1981, the Administering Authority reported that the inhabitants of the Trust Territory were, inter alia, guaranteed the following basic human rights and fundamental freedoms as set forth in the Trust Territory Code: freedom of religion, of speech and of the press; the right of assembly and the right to petition; protection against unreasonable search and seizure; no deprivation of life, liberty or property without due process of law; no discrimination on account of race, sex or language; the maintenance of free elementary education; no imprisonment for failure to discharge contractual obligations; writ of habeas corpus; protection of trade and property rights; and due recognition of local customs.

181. The right of petition is granted and inhabitants have petitioned the United Nations and the Administering Authority.

182. In its report, the 1982 Visiting Mission observed that as in many other countries, because of traditional and social barriers, women in the Trust Territory were still at a disadvantage when seeking positions even when they possessed the required training. The Mission urged the authorities to continue to keep in mind the importance of women playing a full and equal part in the economic, social and political development of the Trust Territory. It stressed that many problems lay ahead and that no country could afford to neglect the potential contribution of half of its population.

Medical and health services

183. The current annual report stated that with the emergence of the three constitutional Governments in the Trust Territory, all activities relating to co-ordination, administration and health care services had been transferred to the new Governments. The Office of Health Services at Trust Territory Headquarters provided technical advice to the new Governments and would continue to be the recipient of federal funds and to co-ordinate with the new Governments the implementation of federally funded programmes.

184. The annual report further stated that the three new Governments continued to be the sole providers of comprehensive health services in the Trust Territory. Religious missions provided medicines and health services for their own personnel and students and on occasion contributed medicines to government hospitals.

185. According to the same report, the Office of Health Services was responsible for health planning and resources development; the Division of Health Planning within that Office provided staff services to the Micronesia Health Coordinating Council and reviewed, on a periodic basis, all health services provided in the Trust Territory. The Coordinating Council, the majority of whose members were consumers of health care, reviewed triennially a territory-wide, five-year comprehensive health plan, conducted public hearings on the plan and reviews and commented annually on the implementation of the health plan.

186. There were seven main hospitals in the Territory and three small hospitals, one each at Rota and Tinian (Northern Mariana Islands) and one at Ebeye (Marshall Islands). In 1981, agreement had been reached for the construction of a new hospital in Majuro, to be completed by mid-1984. In addition, there were 173 dispensaries throughout the Territory.

187. At its forty-ninth session, the Trusteeship Council stated that it continued to be concerned that the health services in Micronesia still had only two suitably qualified Micronesian doctors. However, it noted with satisfaction the increasing number of Micronesians entering medical school. It also noted with satisfaction that medical facilities on Majuro, Truk and in Palau were being renovated and that the new hospital at Kosrae was fully operational. The Council noted with satisfaction that, during 1981, WHO had provided consultants on tuberculosis and leprosy to the Trust Territory and welcomed the offer made by WHO to provide leprosy drugs free of charge. It also noted that the construction of a new and comprehensive medical facility in Saipan costing \$29.8 million might begin as early as February 1983.

188. The current annual report stated that the Governments of the Trust Territory were encouraging their students to go into the medical fields. The Council's attention was drawn to the statistical information contained in the annual report listing the type of scholarships and subjects being studied.

189. The annual report pointed out that renovation and maintenance of hospital facilities throughout the Trust Territory continued to be a very high priority for the Administering Authority. The new hospital in Yap was fully operational. A

site had been selected for the new hospital in Saipan and construction was expected to begin in early 1983 with funds appropriated by the Congress of the United States.

190. The annual report further stated that the Administering Authority was extremely grateful for the valuable contributions of WHO to the health care systems of the Trust Territory. Of special note was the prompt and effective assistance given during the cholera epidemic in Truk State in late 1982. UNICEF had also provided valuable assistance in that unfortunate situation. United Nations volunteers were also being brought into the health services.

191. In its report, the 1982 Visiting Mission stated that the Administering Authority was to be commended for its continuing efforts to improve health standards in the Trust Territory, as demonstrated by the increase in appropriations for health care over the years. The 1980 Visiting Mission had reported that between 1970 and 1980 those appropriations had increased from \$4.3 million to \$7.6 million and now totalled \$8.1 million.

192. The 1982 Mission endorsed the recommendations of previous visiting missions that greater care should be taken to ensure that the facilities under construction be built to last for a reasonable number of years, and that sufficient funds should be set aside for regular maintenance and to train local personnel to carry out that work. The problem was particularly acute in the case of maintaining sophisticated equipment. The Mission was, however, pleased to note in that context the arrangements being made in both Yap and Majuro to provide for hospital maintenance on a continuing basis.

193. The Mission hoped that both the Administering Authority and the constitutional Governments would give priority to maintaining and expanding the dispensary services in the Trust Territory, particularly in the outer islands. While recognizing the problem of staffing, supplying and maintaining isolated dispensaries, it believed that it was a false economy to allow the system to run down since that would only increase the number of patients referred to the hospitals. The Mission observed that referrals outside the Trust Territory were not only much more costly, but were also more capable of reduction. One way of reducing such referrals was to use the Ponape Hospital as a referral centre for the entire Trust Territory. But unfortunately, it had not so far proved possible to implement that proposal. An alternative was to reverse the present procedure and send specialists to the patients. The 1980 Mission had been told that the system would be both very much less expensive and less disruptive for the patients. It had considered the suggestion to be promising. The 1982 Mission noted that that idea had been taken up in Palau with satisfactory results.

Community development

194. At its forty-ninth session, the Trusteeship Council reiterated its hope that the people of Micronesia would recognize the need to participate more actively in community development projects and its belief that an analysis of the effects of Trusteeship should be undertaken to allow the preparation of future programmes in the social and cultural fields. In that connection, the Council regretted that the

Administering Authority had not acted on the previous recommendation of the Council that the Administering Authority should examine, with Micronesian representatives, ways in which such a study might be carried out.

195. In its report, the 1982 Visiting Mission stated that as previous missions had observed, there continued to be too much reliance on external aid for financing and carrying out community activities. The Mission hoped that the people in the various areas throughout the Territory would recognize the need to participate more actively in community projects and would voluntarily participate in such projects.

196. According to the current annual report, the facilities provided by the Trust Territory Archives Program would afford any competent researcher with more than adequate materials for research and analysis of the effects of the Trusteeship System. It was the position of the Administering Authority that studies for immediate application to policy-making in the area should be carried out by the constitutional Government concerned. The cultures in the Trust Territory had built-in means for encouraging community involvement in social and cultural projects, and it would be inappropriate for the Administering Authority to attempt to influence those processes.

197. The annual report stated that the civic action teams, with personnel and equipment provided by the United States Department of Defense and in partnership with the local governments, undertook various kinds of construction, including road, bridge and building projects. They also trained Micronesians in technical skills at places where the teams operated. Each team was composed of an engineer, 11 construction specialists and a medical specialist. During the period under review, a team operated in Palau, Yap, Truk and Ponape. In 1982, the United States Department of the Interior had participated partially in the civic action team programme, at a cost of approximately \$4.5 million. The local Governments had contributed the balance.

198. According to the same report, \$400,000 had been approved for 1980/81 in grants under the Community Development Block Grant Program for the Northern Mariana Islands. An additional \$400,000 had been earmarked for 1982. Those funds were utilized for water and road improvements and for house construction.

Labour

199. At its forty-ninth session, the Trusteeship Council stated that it continued to be deeply concerned by the serious unemployment problem in the Trust Territory and the imbalance between wage earners employed in the public sector and those employed in the private sector. It noted that responsibility for employment policies had been transferred from the Administering Authority to the new Governments but hoped that the Administering Authority would do everything possible to assist the Governments in their efforts to generate job opportunities for Micronesians.

200. In its report, the 1982 Visiting Mission observed that like its predecessors, it was deeply concerned about the unemployment problem in the Trust Territory,

which appeared to be worsening. One of the problems, already noted in earlier reports of the Trusteeship Council, was the imbalance between wage earners employed in the public sector and those in the private sector. The constitutional Governments were trying to lessen that imbalance. Although it was clearly essential to do that in the longer term, given the present high rate of unemployment, the Mission believed that priority should be given to increasing jobs in the productive sector before substantially reducing employment in government service.

201. The Mission commended the various youth training programmes which were being organized by the individual Governments with financial assistance from the Administering Authority.

202. The current annual report stated that the Administering Authority acknowledged that there continued to be a serious imbalance in the employment of Micronesians in the public and private sectors. It believed also that as the private sector developed through the use of development loan funds, and government financed infrastructure, more opportunities would open up. The opening of employment possibilities in the outer islands would reduce migration to the centres where unemployment in the cash economy was a serious handicap to planned development. On the other hand, cash-based economies in the outer islands presented a threat to traditional life styles, customs and traditions. It would be up to the constitutional authorities to balance the investment for a maximum positive effect while at the same time limiting the effects on traditional ways of life which the people themselves wished to perpetuate.

Housing

203. In its report, the 1982 Visiting Mission stated that according to the 1981 annual report of the Administering Authority, housing construction programmes in which the Trust Territory Administration had a role, through grants from the Department of Housing and Urban Development (HUD), must meet certain standards set for durability, and that those standards could not be met by the use of locally available materials. The Mission questioned both of those assumptions. In its experience, local materials were often better suited to the climatic conditions of Micronesia, as well as being cheaper and helping the economy of the Trust Territory; and precluding maintenance because it was expensive was a false economy. The Mission hoped that HUD, which had provided valuable services to the Trust Territory, would reconsider that policy.

204. The Mission pointed out that it had been informed by the Government of the Federated States of Micronesia that the house loan programme which had begun in 1977 had made available a total of \$5 million in loans to date but that the programme was being discontinued. The representatives of the Federated States had said that it was essential to replace the programme with a similar one from other sources.

205. In a meeting with the representatives of the people of Ebeye, the Mission was informed that no improvements had been made in the houses given to them and that

they were deteriorating. While they had requested both the Trust Territory Government and the Government of the Marshall Islands to remedy the situation, nothing had been done about the problem. The Mission confirmed that the houses were in very poor condition.

206. The current annual report stated that in the Northern Mariana Islands three new housing subdivisions had been completed consisting of 98 house units, all of which were occupied by eligible lower-income families. The total federal contribution made from 1 January 1980 to 31 July 1982 was approximately \$924,480 including contributions towards 45 units completed before 1980. A further payment of \$291,528 was expected for 50 units recently completed.

207. According to the annual report, the 1982 reimbursement collections of the low-cost housing programme in the Marshall Islands totalled \$53,017. Funds available at present totalled \$3,727.

Public safety

208. The current annual report stated that the public safety grant programme was administered by the Office of the Attorney-General of the Trust Territory Government and focused on subgranting funds to projects of the three constitutional Governments. The projects were directed at preventing juvenile delinquency and ensuring proper treatment of juvenile offenders in the justice system.

209. The annual report further stated that one of the most successful programme areas had been that of "Outward Bound" type of projects operating at Ponape, Truk, and Palau. Under that project, youths, most of them "dropouts" or "troubled", were engaged in a month-long survival course where emphasis was placed upon their learning to cope with their environment, themselves and others. Of the more than 300 young people who had graduated from the programme, only three were known to have reverted to negative contact with law enforcement officials.

210. At its forty-ninth session, the Trusteeship Council stated that it remained concerned about youth problems in the Trust Territory, particularly with respect to unemployment and juvenile delinquency and regretted that, as a result of current fiscal policies, the Young Adult Conservation Corps (YACC) programme would be phased out at the end of 1981/82. The Council considered that the constitutional Governments were best placed to find solutions to those problems but called upon the Administering Authority to view sympathetically requests from the Governments for appropriate assistance and technical support.

211. According to the current annual report, while certain youth-related programmes had been phased out both in the United States and the Trust Territory, there had been an increase in funding under the Juvenile Justice and Delinquency Prevention Act which was specifically targeted against problems related to the handling of juveniles in the criminal justice system. The Administering Authority recognized that that was a major area of concern and stated that it would continue to provide technical assistance and support to the emerging Governments.

Peace Corps

212. According to the current annual report, Peace Corps volunteers, who were not invited jointly by the Presidents of the Micronesian Governments and the High Commissioner of the Trust Territory, served in the Federated States of Micronesia, the Marshall Islands and Palau. In 1982, Peace Corps volunteers in the Trust Territory numbered 76, of whom 44 were serving in the Federated States, 20 in Palau and 12 in the Marshall Islands. The Peace Corps programme in the Northern Mariana Islands had been phased out and was to be replaced by Volunteers in Service to America (VISTA), another federal programme that stressed local volunteer involvement in its activities.

213. In 1981/82, the Peace Corps volunteers served in such fields as architecture, business, forestry management, mechanics, carpentry, construction, health education and animal husbandry. In 1982, there were 17 Micronesian and 3 United States staff members in the Trust Territory. The headquarters for Peace Corps/Micronesia was scheduled to be transferred from Saipan to Kolonia, Ponape in 1983.

214. The annual report stated that the decision taken in 1980 to shift assignments from government centres to villages, lagoon areas and the outer islands had continued to be implemented in 1982. More than 80 per cent of the new Peace Corps volunteers had been placed in the private sector or with municipal governments. Priority for volunteer assignments was given to development projects in the private sector. The first group of volunteers specializing in business administration had been assigned to five retail businesses in Palau.

E. EDUCATIONAL ADVANCEMENT

General

215. The current annual report stated that during the year under review, the number of staff at the headquarters Office of Education had been further reduced as responsibility for the administration of educational programmes was increasingly assumed by the three new Governments in the Trust Territory. The Office had retained those functions required by federal laws and regulations of a state educational agency for administration and oversight of programmes financed through the United States Department of Education.

216. At its forth-ninth session, the Trusteeship Council stated that it considered that the Administering Authority had served the Trust Territory well in providing a system of universal primary schooling throughout the islands. The Council also welcomed the high rate of secondary school attendance and hoped that efforts would be directed towards improving higher educational and vocational training schemes in preparation for termination of the Trusteeship Agreement.

217. The current annual report stated that while ultimate legal responsibility for administration of federally funded educational programmes remained with the Office of the High Commissioner, programme and planning decisions for all educational programmes, as well as their implementation, were handled at the local level.

218. At its forty-ninth session, the Trusteeship Council expressed its concern about the deterioration of school facilities in certain areas. It considered that the maintenance of existing facilities should rank among the highest priorities and recommended that a training element for maintenance work should be written into all remaining educational projects.

219. In its report, the 1982 Visiting Mission reiterated the importance of providing adequate funds for the maintenance and expansion of school buildings and the need to train local maintenance staff to carry out the work.

220. The current annual report stated that maintenance of existing facilities should rank among the highest priorities. Some local agencies had included repair and maintenance as part of their locally written consolidation programmes. Training in maintenance work could be written into educational projects under chapter 1 of the Education Consolidation and Improvement Act by local educational agencies as part of their vocational education programmes.

221. At its forty-ninth session, the Trusteeship Council reiterated the concern expressed at previous sessions of the Trusteeship Council and the observations of visiting missions that there was some danger of social disorientation among young people in the Territory. The increasing number of suicides among unemployed high school graduates and high school drop-outs was a particularly disturbing trend. The Council therefore urged the Administering Authority to ensure that young people were given every opportunity to serve the community and to find useful work in making their contribution to the emerging Micronesian states.

222. In the annual report, the Administering Authority acknowledged and deplored that social disorientation. It stated that as was true in many other developing countries of the world, such problems invariably accompanied the social and economic change associated with development. The Administering Authority stated that it was ready to assist in providing resources for youth programmes, employment opportunities such as Comprehensive Employment and Training Act (CETA) programmes and other federally funded projects addressing that problem. In general, however, the solution to those problems would depend largely on the policies and programmes adopted by the respective Governments.

223. At its forty-ninth session, the Trusteeship Council declared that it attached great importance to the preservation of the indigenous languages and cultures of the Trust Territory. It believed that in view of the small size of the population and the large number of languages in use, the Administering Authority and the local Governments should make a special effort to provide the means of teaching and disseminating those languages. It welcomed the existence of a United States federal programme aimed at financing bilingual education in the Territory and the work carried out by the Pacific Area Language Materials (PALM) Development Center at the University of Hawaii for the preparation of documentation in the 10 different languages of Micronesia.

224. According to the current annual report, programmes for the preservation of indigenous languages and the broadening of their use were continuing in the Trust Territory and at the University of Hawaii. During the 1982/83 school year, model programmes in bilingual education under special federal funding were operating in

five of the six local educational agencies. The PALM project conducted by the University of Hawaii in co-operation with the territorial and local offices of education continued to train indigenous language specialists in the production of local language materials used in classrooms throughout the Territory. The Bilingual Education Program for Micronesia (BEPM) at the University of Hawaii continued to provide to indigenous language specialists linguistic training in the major languages of the Territory.

225. In its report, the 1982 Visiting Mission commended the existing cultural programmes and expressed the hope that means would be found to support and encourage them in the future. It was pleased to note the increasing interest shown by the constitutional Governments in preserving their cultural heritage as they approached the final steps towards self-determination.

Primary and secondary education

226. According to the current annual report, pupils enrolled in public and private elementary schools in the Federated States of Micronesia in 1981/82 numbered 19,998, of whom 18,117 were attending public elementary schools. There were 4,279 pupils in public and private secondary schools, of whom 3,997 were attending public secondary schools.

227. In the Marshall Islands, 7,962 pupils were attending public and private elementary schools, of whom 6,193 were enrolled in public elementary schools. The number of pupils in public and private secondary schools totalled 1,402, of whom 806 were attending public secondary schools.

228. Pupils enrolled in public and private elementary schools in the Northern Mariana Islands totalled 3,235, of whom 2,687 attended public elementary schools. A total of 1,785 pupils were enrolled in public and private secondary schools, of whom 1,518 were attending public secondary schools.

229. There were 2,565 pupils in the public elementary schools in Palau and 750 in the public secondary school.

230. At its forty-ninth session, the Trusteeship Council stated that it welcomed 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, could be halted. The Council hoped that the programmes could be continued after the termination of the Trusteeship Agreement.

231. In the current annual report, the Administering Authority called attention to the fact that the inclusion of such programmes in regular or consolidated education programmes was a decision which would have to be made at the local governmental level.

232. At its forty-ninth session, the Trusteeship Council noted with interest that steps were being taken in the Trust Territory to improve the qualifications of primary and secondary school teachers. In that connection, the Council welcomed the activities made possible by the Territorial Teacher Training Assistance Program.

233. The Council stated that it continued to be disturbed by the inadequate facilities in the Federated States of Micronesia and the low level of school attendance there in comparison with other parts of the Trust Territory. It believed that the dispersion of the population and the remoteness of some islands should not be an obstacle to a more complete and more satisfactory education of school-age children.

234. The Administering Authority stated in the annual report that it would continue to support improvement in facilities and attendance at school within available resources.

235. In its report, the 1982 Visiting Mission noted that previous missions had suggested that since universality of elementary education had been virtually achieved, the future thrust of educational policy should be to improve its quality. The Mission's attention had been drawn to school buildings which needed to be enlarged in order to accommodate more children; a shortage of qualified teachers; a lack of school supplies; and a shortage of funds, particularly in outlying areas. The Mission was, however, pleased to note the various steps being taken throughout the Territory since the visit of the 1980 Mission to train more teachers and to provide more textbooks in the local languages.

Higher education

236. The current annual report stated that the College of Micronesia, the only institution for higher education in the Trust Territory, continued to provide service to the Federated States of Micronesia, the Marshall Islands and Palau. During the period under review, the College had a student body of 1,540. In 1982, 97 students had received associate of science degrees in architecture, 25 in education, 11 in the humanities and 6 in health. In the same period, 35 students had received certificates in business administration, 11 in agriculture and 6 in home economics.

237. The annual report also stated that in August 1982, 22 students (the first graduating class) had received associate degrees in education from the Community College of the Northern Mariana Islands.

238. According to the annual report, almost 1,000 students were attending institutions of higher studies outside the Federated States of Micronesia. Of that number, 600 had applied for government student assistance and 284 had received financial aid. It is estimated that more than 200 from the Marshall Islands were enrolled in higher educational institutions abroad, most of them in the United States. Some 160 students had received grants and loans amounting to \$223,000 from the Nitijela (Legislature) of the Marshall Islands.

239. At its forty-ninth session, the Trusteeship Council stated that it continued to attach importance to the existence and future development of the College of Micronesia, which was the only institution for higher education in the Trust Territory. It also hoped that the Governments of the Federated States of Micronesia, the Marshall Islands and Palau would continue to support the College

after the termination of the Trusteeship Agreement. The Council continued to view that as an important principle for the future development of the Territory and hoped that the College would continue to serve as a link between the peoples of the islands.

240. In its report, the 1982 Visiting Mission stated that it hoped that priority would be given to providing the College of Micronesia with the aid required to enable it to improve its facilities and to raise the educational qualifications of its staff so that it might develop, as its founders had envisaged, to meet Micronesia's changing needs and to foster cultural links throughout the Territory. If those steps were not taken, the Mission feared that the College would lose the support of the other entities, which could then be tempted to develop their own institutions of higher learning. The Mission felt that that would be unfortunate, both on financial grounds and because the Trusteeship Council had always regretted the political divisions in the Territory and had sought to encourage the retention and development of common services.

241. The Administering Authority stated in the current annual report that it hoped that the College of Micronesia would continue to improve its services to the people of the Trust Territory and that it was making available to the College a variety of federal education programmes, so that it could enlarge its resource base prior to termination of the Trusteeship Agreement. It agreed that institutionalized links among the peoples of Palau, the Marshall Islands and the Federated States of Micronesia which survived the termination of the Trusteeship Agreement were desirable.

242. At its forty-ninth session, the Trusteeship Council stated that it welcomed the operation for the past two years in the Northern Mariana Islands of a junior Community College which co-ordinated practical training at the post-secondary level in the entity and its collaboration with several universities in the United States.

243. In its report, the 1982 Visiting Mission observed that the role of the Northern Mariana Islands Community College had been expanded and further defined to include additional training activities. It also granted associate of arts degrees in subjects such as office studies, police activities and tourism. For the past two years, the Community College had co-ordinated higher education in both the vocational and academic fields with the co-operation and participation of several United States universities.

244. The annual report stated that the College continued to provide higher education, particularly in the area of in-service teacher training (see para. 237).

Vocational training

245. At its forty-ninth session, the Trusteeship Council stated that it greatly appreciated the important contribution which the Micronesian Occupational College continued to make to vocational training in the Trust Territory.

246. The Council welcomed vocational training programmes such as the Micronesian Trades Apprenticeship Program (MTAP). It was concerned at the possible discontinuation of the programme at the end of 1981/82 because of a lack of funds. Consequently, it requested the Administering Authority to do its utmost to ensure the continuation of the programme. The Council reiterated the importance it attached to the acquisition of technical skills by young people as an essential factor in the economic development of the Territory.

247. The current annual report stated that the Micronesian Occupational College continued to be the primary public vocational institution in the Trust Territory. As a part of the College of Micronesia, it represented an important element in the training of Micronesians for employment in various developmental sectors. Many of the students had been employed by the Government or the private sector. The students were encouraged to take advantage of the good vocational education programmes offered at the College.

248. The annual report pointed out that students of the first four-year MTAP class had graduated in October 1982 and that funding to continue the programme had been assured. All graduates from the Federated States of Micronesia had been placed in jobs for which they had been trained.

249. In its report, the 1982 Visiting Mission stated that it had found the authorities to be concerned by the fact that the employment record of Micronesian Occupational College graduates had deteriorated recently, with only about 75 per cent finding employment on leaving. The proportion of those who had found work in their own field had decreased from 69 to 50 per cent between 1975 and 1981.

250. At its forty-ninth session, the Trusteeship Council stated that it hoped that the co-operation entered into between the constitutional Governments in the field of vocational training would be continued and would permit concerted preparation of training programmes and satisfactory correspondence between the training of young people and manpower needs throughout the Trust Territory.

251. The annual report stated that the Administering Authority would continue to encourage co-operation in the development of manpower trained for the actual job opportunities and needs in the various jurisdictions of the Trust Territory.

Teacher training

252. At its forty-ninth session, the Trusteeship Council noted the efforts made by the Administering Authority to improve the general level of teachers' qualifications in the Trust Territory. In that connection, the Council again expressed the hope that sufficient encouragement and incentives would be given to improve the prospects of the teaching profession in relation to the civil service.

253. In the current annual report, the Administering Authority noted that each of the Governments had its own civil service system and was responsible for the classification of members of the teaching profession. Steps had been taken to improve the qualifications of elementary and secondary school teachers. Over

90 per cent of the teachers in Kosrae, Ponape and Yap had obtained associate of science degrees, and about 60 per cent of the teachers in Truk had obtained associate of science or bachelor of arts degrees. The rest of the teachers were being encouraged to participate in summer training programmes in order to earn their degrees.

254. The annual report stated that in the area of teacher training, several higher education extension programmes had been established in the Federated States of Micronesia. The programmes had been developed to enable teachers to up-grade their skills as well as to acquire college degrees. The sponsors of the extension programmes included the College of Micronesia, the University of Hawaii, the University of Guam, San Jose State University, East Texas State University and Eastern Oregon State College.

255. The annual report indicated that as a result of the teacher-training programme co-ordinated by the Community College, there had been a dramatic increase in the educational qualifications of teachers in the Northern Mariana Islands. Since 1980, an additional 28 per cent of the teachers had earned at least an associate of arts degree and many were following courses offered by the College and working towards bachelor of arts degrees.

256. The annual report stated that in 1982, an extensive and varied selection of training opportunities had been offered to teachers in the Marshall Islands, both on a credit and non-credit basis. Off-campus courses were again being conducted by the University of Hawaii. Over 150 teachers had satisfactorily completed courses given by the University of Hawaii, all of them supported financially by federal programmes. Other teachers had taken advantage of the opportunity to earn associate of science degrees in elementary education from the College of Micronesia through the local extension centre. By September 1982, 55 teachers had received associate of science degrees, bringing the total number of teachers holding such a degree to 165.

257. According to the current annual report, San Jose State University, the Community College of Micronesia and the University of Guam offered extension courses in Palau in 1982 and teachers took courses leading to associate of arts or science degrees. Consequently, about 95 per cent of elementary school teachers and principals had completed degree requirements and would be so certified.

Dissemination of information on the United Nations

258. According to the current annual report, several hundred copies of the 1981 annual report of the Administering Authority to the United Nations were distributed throughout the Territory. United Nations publications and radio programmes were distributed directly to each Government in the Trust Territory through the United Nations Information Centre at Tokyo. The Trust Territory archives programme included the distribution of books from offices that had closed in 1981 to the new Governments for dissemination to public libraries, schools and local government offices.

259. In its report, the 1982 Visiting Mission observed that most Micronesians appeared to attach importance to their special relationship, as inhabitants of a Trust Territory, with the United Nations. In the Mission's view, however, that relationship could well be eroded and the prestige of the United Nations undermined if the inhabitants of Micronesia came to believe that the world Organization was either uninterested in the Trust Territory, or impotent. To avoid that happening, the people of the Trust Territory should be kept fully informed about the steps taken by the Trusteeship Council to familiarize itself with their problems, including the extent to which it was engaged in formulating and encouraging policies designed to promote the advance of the Trust Territory in accordance with the provisions set out in Article 76 b of the Charter. The records and reports of the Trusteeship Council and its visiting missions constituted the most detailed and reliable source of such information. The Mission states that in raising that issue, it was not only concerned with the prestige of the United Nations, it also believed that local leaders and other members of the population in all fields of activity should be aware of the recommendations which the Trusteeship Council had been making on their behalf.

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

260. At its forty-ninth session, the Trusteeship Council reaffirmed 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.

261. The Council noted that following the inauguration of a constitutional Government in Palau in January 1981, each of the political components of the Trust Territory had practically achieved full functional self-government under the Trusteeship Agreement.

262. The Council noted that the United States had completed its review of the future political status negotiations for the Trust Territory in September 1981 and that at a meeting held on Maui, Hawaii, from 3 to 9 October, the United States representative had stated that his Government had sought termination of the Trusteeship Agreement at the earliest possible date upon completion of the political status negotiations and that it preferred the future political status of free association for the Federated States of Micronesia, the Marshall Islands and Palau and would seek to complete the negotiations expeditiously on the basis of the initialled compact of free association.

263. The Council noted that, in 1981, further progress had been made in the negotiations on political status and that those negotiations had been continuing throughout the forty-ninth session of the Council.

264. The Council took note of a statement by the representative of the Administering Authority that an agreement had been reached at Honolulu on 30 May 1982 between the Administering Authority and the Government of the Marshall Islands.

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

266. In its current annual report, the Administering Authority reaffirmed its previously stated policy that the people of Micronesia would, following a thorough political education programme, have the opportunity to choose their future political status from a range of options which included independence.

267. The annual report stated that functional self-government had in fact been established, within certain limits required by the Trusteeship Agreement and the continuing responsibilities of the Administering Authority. Achievement of full functional self-government would be realized with the termination of the Trusteeship Agreement and the assumption of a new political status.

268. Referring to the statements made by the representatives of the constitutional Governments in the Trusteeship Council who had emphasized their desire to maintain preferential and close relations with the Administering Authority after the termination of the Trusteeship Agreement, the annual report stated that the Administering Authority was honoured at that expression of views by the representatives and noted that their aspiration was embodied in the compact.

269. In its report, the 1982 Visiting Mission noted that the 13 years of negotiations between the United States and the Trust Territory of the Pacific Islands had been concluded with the signing of the compact and its subsidiary agreements by the United States and the Marshall Islands on 30 May 1982, Palau on 26 August and the Federated States of Micronesia on 1 October. The Mission further noted that the Micronesian Governments concerned wished to maintain close and preferential relations with the United States after termination of the Trusteeship Agreement, particularly in the fields of economic development and defence.

270. At its forty-ninth session, the Trusteeship Council stated that it trusted that the negotiations between the Administering Authority and the constitutional Governments concerned would lead to a mutually satisfactory outcome which respected the personality of every party.

271. The Council noted that once the compact had been signed, the Government of the United States and the constitutional Governments would submit it to a plebiscite which would be held simultaneously in each of the areas to which the compact applied. It understood that it remained the intention of the Administering Authority to invite the international community to observe the plebiscite through the intermediary of the appropriate United Nations organs.

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

273. The current annual report stated that the Administering Authority joined the Governments of the Federated States of Micronesia, the Marshall Islands and Palau in their desire for an early termination of the Trusteeship Agreement. Now that negotiations had been completed, only the completion of the formal approval process of the compact remained before the termination of the Trusteeship Agreement. In that connection, the Administering Authority was grateful to the Trusteeship Council for facilitating the process of self-determination in the Trust Territory by creating and dispatching visiting missions to observe the plebiscites as they were held in Palau, the Marshall Islands and the Federated States of Micronesia.

274. In its annual report, the Administering Authority pointed out that it had noted the Council's long-standing and well-founded opinion that the choices available to the people of the Trust Territory with respect to their future political status should be objectively, openly and fully explained. To that end, and in fulfilment of its obligations under the Trusteeship Agreement, the Administering Authority, in October 1981, had invited the three constitutional Governments to submit voter information plans, including funding requirements, for their own public education programme. That had been accomplished and, by the end of 1982, the Administering Authority had contributed funds to initiate the programmes. The total funding would be very close to the amounts originally requested by the three constitutional Governments. The programmes themselves, all of which were comprehensive and involved all segments of the populations, had commenced by the beginning of 1983.

275. With regard to the timing of the Palau plebiscite, the Visiting Mission to Observe the Plebiscite in Palau which concluded that the plebiscite had not been held prematurely, as the broad issues at stake had generally been understood by the voters. It further concluded that to have held the plebiscite in November or December 1982, as had at one time been contemplated by the Governments of Palau and the Administering Authority, would have been premature because it would not have allowed enough time for the political education programme and the political campaign. The Mission believed that the successive postponements of the date, and the fact that it had remained in doubt until the last moment, had created some uncertainty in the minds of some voters.

276. The Mission had arrived in Palau after the Palau Supreme Court had ruled that the wording of the ballot paper on proposition one, question B, 7/ should revert to the language specified in Public Law No. 1-43. The Mission had not therefore had to take a view on whether the alternative language promulgated in November would, as had been widely alleged, have been unfair or prejudicial. Nevertheless, the Mission noted that the effect of the Court's ruling had been to return to the language which had undoubtedly been impartial and unbiased and which had been previously approved by the Government and legislature of Palau.

277. The Mission believed that the rules and regulations promulgated under Public Law No. 1-43 had been professionally drawn up and applied. However, the Mission had received complaints that three separate amendments to the rules and regulations had been issued since 30 December 1982 and in particular that a fourth amendment, relating to the rules on the validity of ballots, had not appeared until the day of the plebiscite itself. Under that amendment, the condition that ballots were to be considered valid only if the voter had answered the question on approval of the

compact, had been removed and the ballot became valid if all or any of the questions were answered. The Mission had welcomed that amendment although it had found it unfortunate and regrettable that it should have been issued so late.

278. The Mission declared that the conduct of the plebiscite had been entirely the responsibility of the Government of Palau and the Administering Authority had undertaken to provide a substantial contribution to the costs. The Mission had not observed any improper intervention by the Administering Authority during the political campaign. The supporters of the compact had alleged that foreign political organizations and associations had interfered in the political campaign by providing funds and propaganda material designed to bring about rejection of the compact. The opponents of the compact had alleged that the Government had diverted certain funds intended for the political education programme for the purpose of propaganda in favour of the compact, notably by organizing entertainment and distributing presents. The Mission had not received any concrete evidence which would substantiate the allegations of either side. The Mission was satisfied that the political campaign had been conducted in complete freedom by both sides.

279. The Mission noted that, on polling day, the few changes which it had suggested, notably to the arrangements of the polling booths, had been made on the spot by members of the Plebiscite Board. The Mission had not received any complaint in that context, except over the problem of the votes from Guam to which its attention had been drawn several times. The Mission noted that that complaint had been later examined and dismissed by the Supreme Court of Palau.

280. The Mission noted that the counting of the votes had been scrupulously and carefully carried out by a single team, thus enabling both the Mission and the general public to verify that the counting had been properly conducted.

281. The Mission pointed out that the results which had been certified by President Remeliik after the Supreme Court of Palau had rejected the plea for invalidation of the plebiscite, had led the Mission to observe that although the compact had been approved by the people of Palau, it could not enter into force because of the insufficient number of votes in favour of question B of proposition one. Thus, it appeared to the Mission to be for the Governments of the United States and of Palau to look for a mutually acceptable solution which would make it possible to bring about harmony between article II, section 3 of the Constitution, which had been approved in 1979, and section 314 of the compact which had itself been approved on 10 February 1983.

282. With regard to the political status arrangements which might have been negotiated if the compact had been rejected, the Mission noted that 43.9 per cent of the voters had not replied to the question put to them. The Mission had been unable to say with certainty what the voters' motives had been but it considered that the attitude they had adopted derived directly from the preference they had expressed for the status of free association in the advisory referendum of 1975. The Mission further noted that of the bare majority who had expressed a view on that point, 55.5 per cent had favoured a closer relationship with the United States and 44.5 per cent, independence. It appeared that a possible closer relationship with the United States had found favour with Palauan residents overseas while possible independence had found favour with the urban population, especially that of the capital, Koror.

283. As in previous years, the Trusteeship Council, at its forty-ninth session, stated that it did not wish to make precise recommendations on the future political status of the various Micronesian entities. It reiterated its view that free association was an option that was not incompatible with the Trusteeship Agreement, provided that the populations concerned had freely accepted it.

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

285. The Council again urged the Administering Authority to consider maintaining the amount of its aid, after the end of its mandate, at a level comparable to that provided during recent years.

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

287. The Administering Authority noted in its annual report the Council's view that free association was an option that was not incompatible with the Trusteeship Agreement, provided that the populations concerned had freely accepted it. It appreciated the forbearance of the Council while awaiting the completion of the negotiations and the presentation of the resultant documents to the approval process. During the negotiations, the Government of the United States had been guided by the aims of the Trusteeship Agreement and the Charter and believed that the compact was fully consistent with these aims.

288. According to the annual report, it remained the policy of the Administering Authority that the matter of termination of the Trusteeship Agreement would be taken up with the appropriate bodies of the United Nations as soon as it was possible to consider termination for all parts of the Trust Territory simultaneously. It might, however, be constrained to consider other options should there be developments to the contrary.

289. The annual report stated that the Administering Authority concurred in the philosophy underlying the Council's urging (see para. 285), believing that termination of the Trusteeship Agreement and assumption of a new political status should not create hardships for the developing economies of the Federated States of Micronesia, the Marshall Islands and Palau. To that end, the United States and the three constitutional Governments had taken steps in the negotiations to assure that United States economic assistance during the initial period of the free association relationship, would allow those Governments to continue programmes at approximately the levels experienced during the closing years of the Trusteeship period. The United States and the three constitutional Governments had each expressed the goal that, during the free association period, the primary objective of United States economic assistance should be to engender self-sustained economic growth and to lessen the need for outside resources.

290. The annual report further stated that the United States continued to support the all-Micronesian entity and pledged its co-operation, both currently and after termination of the Trusteeship Agreement, in efforts for its formation and maintenance. The Administering Authority noted with pleasure that new areas of co-operation among the three constitutional Governments had evolved during the year under review.

Notes

7/ See Official Records of the Trusteeship Council, Fiftieth Session, Supplement No. 3 (T/1851), paras. 35, 63-65 and 70-71.
