



General Assembly

Distr.
GENERALA/AC.109/877
7 August 1986

ORIGINAL: ENGLISH

AUG 19 1986

SPECIAL COMMITTEE ON THE SITUATION WITH
REGARD TO THE IMPLEMENTATION OF THE
DECLARATION ON THE GRANTING OF
INDEPENDENCE TO COLONIAL COUNTRIES
AND PEOPLES

REPORT OF THE UNITED NATIONS VISITING MISSION TO TOKELAU, 1986

CONTENTS

	Paragraphs	Page
INTRODUCTION	1 - 13	4
A. Terms of reference	1 - 3	4
B. Composition of the Mission	4 - 7	4
C. Acknowledgements	8 - 10	5
D. Courtesy calls	11 - 13	5
I. INFORMATION ON THE TERRITORY	14 - 58	5
A. General	14 - 16	5
B. Constitutional and political developments	17 - 33	6
1. General	17 - 19	6
2. Legislation	20 - 22	6
3. Territorial and local government	23 - 27	7
4. Public service	28 - 30	7
5. Future status of the Territory	31 - 33	8

CONTENTS (continued)

	<u>Paragraphs</u>	<u>Page</u>
C. Economic conditions	34 - 51	8
1. General	34 - 35	8
2. Public finance	36 - 38	9
3. Land tenure	39	9
4. Agriculture, livestock and fisheries	40 - 44	9
5. Transport and communications	45 - 49	10
6. Regional and international assistance	50 - 51	11
D. Social conditions	52 - 60	11
1. General	52	11
2. Labour	53	11
3. Health and social services	54 - 57	11
4. Housing	58 - 60	12
E. Educational conditions	61 - 68	12
II. ACTIVITIES OF THE MISSION	69 - 165	13
A. Meetings in New Zealand	69 - 88	13
1. Meeting with the Administrator	69 - 76	13
2. Discussions with the Ministry of Foreign Affairs of New Zealand	77 - 81	14
3. Meeting with the New Zealand State Services Commission	82 - 84	15
4. Call on the Prime Minister	85	15
5. Calls on the Minister of Pacific Island Affairs and the Opposition Spokesman for Foreign Affairs	86 - 88	16
B. Meetings in Tokelau	89 - 139	16
1. Meetings with the <u>taupulega</u> (council of elders)	89 - 95	16

CONTENTS (continued)

	<u>Paragraphs</u>	<u>Page</u>
2. Meeting with the General <u>Fono</u> (Council)	96 - 101	17
3. Meetings with women's committees	102 - 106	18
4. Meetings with the <u>aumaga</u> (village workforce)	107 - 114	18
5. Meetings with the youth	115 - 123	19
6. Meetings with the Tokelau Public Service	124 - 130	20
7. Meeting with teachers	131 - 136	22
8. Visits to schools, hospitals and major development projects	137 - 139	22
C. Meetings with Tokelauan communities abroad	140 - 153	23
D. Meetings with organizations of the United Nations and specialized agencies	154 - 165	25
III. OBSERVATIONS, CONCLUSIONS AND RECOMMENDATIONS	166 - 185	26

Annexes

I. Itinerary and activities of the Mission)	
II. Statement by Mr. Ammar Amari, Chairman of the Visiting Mission, in Tokelau)	
III. Requests for United Nations assistance presented to the Mission by the <u>taupulega</u> (council of elders) of Fakaofu)	
IV. List of projects requiring assistance from New Zealand or the United Nations presented to the Mission by the Fakaofu <u>aumaga</u> (village workforce))	[To be issued as A/AC.109/877/Add.1]
V. Tokelau Amendment Bill, 1986)	
VI. Statement on political developments presented to the Mission by the <u>Taupulega</u> (Council of Elders) of Fakaofu)	
Map of Tokelau)	

INTRODUCTION

A. Terms of reference

1. In a letter dated 16 April 1985 addressed to the Chairman of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples (A/AC.109/823), the Permanent Representative of New Zealand to the United Nations, on behalf of his Government, as administering Power, and the General Fono of Tokelau, extended an invitation to the Committee to send a visiting mission to Tokelau in 1986. Further, in a message dated 10 May 1985 addressed to the Chairman in connection with the extraordinary session of the Committee held at Tunis (A/AC.109/828), the Prime Minister of New Zealand expressed the hope that the Committee would be able to accept the invitation of his Government and of Tokelau.
2. At its 1278th meeting, on 1 August 1985, the Special Committee accepted the invitation and authorized the Chairman to constitute the mission and dispatch it to make a further first-hand assessment of the situation in Tokelau and to ascertain the wishes of the people of the Territory concerning their future.
3. In its decision 40/411 on Tokelau of 2 December 1985, the General Assembly, inter alia:

"... welcomes the invitation from the administering Power, New Zealand, and from the people of the Territory, to send a visiting mission during 1986 and notes the related decision of the Special Committee".

B. Composition of the Mission

4. On 6 June 1986, the Acting Chairman informed the Committee that on the basis of consultations, the members of the Visiting Mission would be Fiji, Trinidad and Tobago and Tunisia.
5. The officers designated by their Governments to take part in the Mission were Mr. Raj Singh (Fiji); Mr. Deryck Murray (Trinidad and Tobago); and Mr. Ammar Amari (Tunisia). Mr. Amari, Chairman of the Sub-Committee on Small Territories, was appointed Chairman of the Mission.
6. The Mission was accompanied by three staff members of the United Nations Secretariat: Mrs. Miriam Freedman, Principal Secretary; Mr. Kenneth Jordan, Political Affairs Officer; and Ms. Emma Colayco, Administrative Officer and Secretary.
7. Mr. Adrian Macey, Official Secretary of the Office for Tokelau Affairs, and Ms. Denise Almao of the Ministry of Foreign Affairs of New Zealand accompanied the Mission to Tokelau.

C. Acknowledgements

8. The Mission wishes to place on record its deep appreciation to the Government of New Zealand for the close co-operation, assistance and courtesies extended to the Mission during the consultations in Auckland and Wellington.

9. The members of the Mission would like to extend their special thanks to Mr. Adrian Macey, Official Secretary of the Office for Tokelau Affairs, and Ms. Denise Alamo of the Ministry of Foreign Affairs, who accompanied them in Apia, Tokelau and New Zealand, as well as the Directors of the Tokelau Public Service, for their assistance.

10. The Mission also wishes to express its profound gratitude to the faipule (elected heads of each atoll), pulenuku (village mayors) and the people of Atafu, Nukunonu and Fakaofo for their full co-operation and warm hospitality.

D. Courtesy calls

11. The Mission paid a courtesy call on Mr. Vaai Kolone, Prime Minister of Samoa, on 15 July 1986. The Prime Minister stated that Samoa would be happy to continue to provide whatever assistance Tokelau required. The Mission also called on Maiava Iulai Toma, the Secretary to Government, Samoa, who echoed the views of his Prime Minister.

12. On 22 July, Mr. David Lange, Prime Minister of New Zealand, hosted a cabinet luncheon in honour of the Mission.

13. On 25 July, the Mission called on Mr. James Maraj, Secretary for Foreign Affairs of Fiji, who, in an exchange of views, theorized on the possibilities of developing uniquely "Pacific solutions" to many of the issues facing countries in the region, including those related to self-determination and political and economic development. Mr. Maraj also hosted a luncheon for the Mission on 28 July.

I. INFORMATION ON THE TERRITORY

A. General

14. Tokelau, a Non-Self-Governing Territory administered by New Zealand, consists of three small atolls in the South Pacific (Nukunonu, 4.7 square kilometres; Fakaofo, 4.0 square kilometres; and Atafu, 3.5 square kilometres) with a total land area of approximately 12.2 square kilometres. Nukunonu, the central atoll, is 92 kilometres south-east of Atafu and 64 kilometres north-west of Fakaofo. Samoa, 480 kilometres to the south, is the nearest sizeable neighbour.

15. According to the 1981 census, the total population of Tokelau was 1,572. In October 1985, the population was estimated at 1,700, of which 600 lived on Atafu, 400 on Nukunonu and 700 on Fakaofo. The constraints of atoll life and population pressure have led some 3,000 Tokelauans to settle abroad, particularly in New Zealand and Samoa.

16. Tokelauans are a proud and resourceful people of Polynesian stock. Theirs is a traditional society in which their cultural heritage is jealously guarded. They have linguistic, family and cultural links with other Pacific islands, notably with Samoa and Tuvalu. Tokelauan is the language spoken on the atolls and English is taught as a second language.

B. Constitutional and political developments

1. General

17. Tokelau is administered under the Tokelau Act, 1948, and its amendments. 1/ Tokelauans are New Zealand citizens under the provisions of the New Zealand Citizenship Act, 1977.

18. The Administrator of Tokelau is appointed by the Minister of Foreign Affairs. Mr. H. H. Francis, the current Administrator, began a three-year term on 1 February 1985. The Administrator resides in Wellington and visits Tokelau periodically. Most of the powers of the Administrator are delegated to the Official Secretary of the Office for Tokelau Affairs. By agreement with the Government of Samoa, that office is based in Apia.

19. The Government of Samoa gives special consideration to the needs of Tokelau, including access to secondary and vocational institutions and medical facilities.

2. Legislation

20. Tokelau's legislative system is based on the Tokelau Act, 1948, as amended from time to time. New Zealand statutes apply to Tokelau only where explicit reference is made to the Territory and, in practice, no New Zealand legislation is extended to Tokelau without Tokelauan consent. However, the Governor-General of New Zealand is empowered to make such regulations as he deems necessary for the peace, order and good government of the Territory.

21. In the early 1980s, following a study that showed that Tokelau lacked a coherent legal system and that major reform was needed, a Tokelau Law Project was undertaken, jointly funded by the Tokelau budget and the United Nations Development Programme (UNDP). The aim of the project is to create a consistent body of law that will give due recognition to Tokelauan custom and legal authority to local institutions. The process involves ascertaining Tokelau's wishes and reflecting them in draft texts prepared for consideration and approval by the General Fono (Council) (see para. 23) and subsequent enactment by the New Zealand Parliament.

22. The first amendment to Tokelau legislation resulting from the Law Project was enacted by the New Zealand Parliament in 1986. The Tokelau Amendment Act, 1986 (SEE A/AC.109/877/Add.1, annex V), 2/ inter alia, provides for a new court system for the Territory. It transfers jurisdiction for administering the law of Tokelau from the High Court of Niue to the High Court of New Zealand. The Act also provides for the High Court of New Zealand to exercise its jurisdiction in either

New Zealand, Tokelau or "such other appropriate place as the Chief Justice may direct"; establishes the New Zealand Court of Appeal as the final Court of Appeal for Tokelau, thereby replacing the Privy Council of the United Kingdom; and extends the civil jurisdiction of the Tokelauan Commissioners on each atoll in line with the wishes of the General Fono and in conformity with traditional practice. Other provisions of the Act empower the Governor-General to delegate some of his revenue-gathering powers with respect to Tokelau and reaffirm that freehold land may only be alienated to Tokelauans or to the Crown.

3. Territorial and local government

23. The main governing organ for Tokelau is the General Fono, which, over the past five years, has assumed an increasing range of powers for the internal administration of the Territory. It decides on programmes and plans for the Territory as a whole and also makes recommendations about laws for Tokelau to the Minister of Foreign Affairs. The General Fono, which usually meets twice a year, consists of 15 representatives of each atoll chosen by its respective Taupulega (Council of Elders). These include representatives of the women's committee and the aumaga (village workforce), as well as the elders themselves. The faipule are joint chairmen of the General Fono.

24. The General Fono has established three committees, namely Budget, Health and Agriculture and Fisheries. The Health Committee and the Agriculture and Fisheries Committee draw up recommended programmes of activities for inclusion in the budget. The Budget Committee meets prior to the beginning of each financial year to draw up a draft budget for adoption by the General Fono. The respective committees work closely with the Tokelau Public Service during the year to monitor the implementation of their programmes.

25. Officials of the Office for Tokelau Affairs and representatives of the New Zealand Government attend meetings of the General Fono in an advisory capacity.

26. The principal organ of local administration on each atoll is the taupulega. The taupulega includes the faipule and pulenuku, who are elected by secret ballot and universal suffrage for a term of three years.

27. The faipule of each atoll represents the community in its dealings with the administering Power and the Tokelau Public Service. He presides at meetings of the taupulega and usually serves as the Court Commissioner. In addition to acting as joint chairmen of the General Fono, the three faipule also represent Tokelau at regional meetings and conferences from time to time. The pulenuku is responsible for the day-to-day administration of village affairs.

4. Public service

28. The Tokelau Public Service is responsible for the day-to-day administration of the Territory. Headed by the Official Secretary, the Tokelau Public Service

employed 175 people as at 31 March 1986. With the exception of the Official Secretary, who is a New Zealander, most senior positions are held by Tokelauans.

29. Employment in the Tokelau Public Service provides the only regular source of income in Tokelau. Since 1983, public servants resident in Tokelau have been required to contribute 5 to 10 per cent of their earnings to the Community Services Levy, according to their income. Furthermore, jobs requiring non-skilled labour are rotated periodically to ensure a wider income distribution.

30. Inadequate transportation and telecommunications make it difficult for public service staff in Tokelau to maintain reasonable contact with their directors resident in Apia. Although all directors and the Official Secretary make periodic visits to Tokelau, the arrangement is far from satisfactory since there are only 10 sailings per year. However, consideration is being given to relocating the administrative headquarters from Apia to Tokelau.

5. Future status of the Territory

31. The people of Tokelau have repeatedly expressed the desire to retain their existing relationship with New Zealand. In the course of discussions with the New Zealand Ministry of Foreign Affairs in Wellington in November 1984, the Tokelau delegation, consisting of the three faipule and pulenuku, stated that there were a number of issues in the areas of economic and social development to which they wished to find solutions before they could consider the question of their future political status.

32. In an address to Prime Minister David Lange during his visit to the Territory in January 1985, the official spokesman for Tokelau stated that the Territory was unable to enjoy self-government or real independence because it lacked the economic resources to achieve any degree of self-sufficiency. The speaker emphasized that it was of paramount importance that the close relationship and mutual co-operation between the Territory and the administering Power be continued, while giving the people at the same time, more opportunities and scope to involve themselves in the planning and decision-making process concerning their own future.

33. In his statement at the time, Prime Minister Lange assured the Tokelauan people that New Zealand would not impose any form of government or any changes upon them against their wishes. New Zealand recognized that for the time being, Tokelau was happy with the current relationship and that it was not yet prepared to assume a greater measure of self-government.

C. Economic conditions

1. General

34. The economy of Tokelau is basically a subsistence economy. Its development potential is limited by its size, isolation and lack of resources. Apart from the salaries of public service employees (see paras. 28-30,), the main sources of

income are copra, stamps, souvenir coins and handicrafts and remittances from Tokelauans resident abroad.

35. A co-operative store has been operating on each atoll since 1978. The Administration works closely with the store committees to improve management and to reduce the cost of merchandise. An increasing amount of merchandise is now imported directly from manufacturers in New Zealand, Australia and Fiji at considerable savings, rather than being purchased through wholesale outlets in Apia.

2. Public finance

36. Tokelau's budget for the 1986/87 fiscal year amounts to \$NZ 3.96 million ^{3/} of which New Zealand's budgetary aid is \$NZ 3.32 million. Local revenue is mainly derived from shipping and freight charges, customs duties, radio and telegram services and the sale of postage stamps, handicrafts and coins. Local revenue during the current financial year is estimated to be about \$NZ 639,000.

37. The main expenditures for 1986/87 include the following: salaries and allowances, \$NZ 1.3 million; education (including expenses of students abroad), \$NZ 707,500; and transport and communications, \$NZ 613,500.

38. In addition to grants to the budget during 1985/86 and 1986/87, New Zealand provided separate project allocations for reef channel clearance (\$NZ 227,000) and a review of copra production on all three atolls (\$NZ 16,000). A sum of \$NZ 1,640,000 has also been earmarked, over a three-year period for the construction of an airstrip on each atoll.

3. Land tenure

39. Practically all land in Tokelau is held by customary title. Land holdings pass from generation to generation within families and some land is held in common. The sale or transfer of land to non-indigenous inhabitants is prohibited, as was reconfirmed by the Tokelau Amendment Act, 1986.

4. Agriculture, livestock and fisheries

40. The surface cover on all the atolls consists of sand and coral. This, together with irregular rainfall, supports only a minimal range of vegetation, primarily the coconut palm, the bread-fruit tree and pandanus. Efforts are being made to develop and diversify agriculture with the assistance of UNDP and other organizations. Experimental vegetable growing and the production of coconut syrup are also being conducted.

41. Copra being the principal source of export earnings (in 1985/86, 260 tons were exported, valued at \$NZ 135,000), a coconut replanting and rehabilitation project was initiated in 1980. So far, a few islets have been completely replanted with a total of 12,000 trees. The severely depressed world copra price has necessitated a

review of the current subsidy arrangements to producers in an effort to stimulate increased production.

42. Livestock in Tokelau comprises small numbers of pigs and chickens, goats having been recently introduced on an experimental basis.

43. Fish and shellfish are plentiful and form the staple diet. UNDP has provided fish-aggregating devices to help increase catches. A pilot trochus-seeding project has also been introduced.

44. Tokelau's exclusive economic zone came into effect on 1 April 1980. Tokelau derived some revenue from a joint licensing agreement (the Eastern Pacific Sub-regional Fisheries Agreement), which allows the American Tuna Boat Association access to the exclusive economic zones in the region. The agreement lapsed in 1984 and is currently being renegotiated.

5. Transport and communications

45. The only means of transport to and from Tokelau is by sea. Tokelau has no ports and there is no deep-water access into the lagoons. Because the coral reefs drop abruptly into deep water on the ocean side, all ships must lie offshore while cargo and passengers are transferred by small boats and dinghies.

46. All transport of cargo and passengers to and from Tokelau is carried out by chartered vessel. Currently, a Fiji-based freighter, the MV Wairua, with a capacity of 628 metric tons and 200 passengers, provides a service every five weeks between Suva and Tokelau, via Apia, under a two-year contract with the New Zealand Government. The same vessel calls at each of the three atolls and is the only means of transportation between them. While adequate for cargo requirements, the service is inadequate for both inter-atoll and international passengers. Transit to and from Apia takes a minimum of 36 hours and the length of time that can be spent on each atoll is restricted to either less than 10 hours or more than five weeks.

47. A transport survey funded by UNDP was commissioned in 1985. The firm considered three options and recommended the introduction of regular air service for passengers, with a cargo ship continuing to make about 10 voyages a year.

48. In April 1986, the General Fono decided in principle to proceed with the construction of airstrips and sites on all three atolls have been identified in consultation with the village councils. Various airline operators have been asked to express their interest in providing services to Tokelau. Subject to a final decision by the General Fono in September 1986, New Zealand will engage consultants and draw up a construction programme for the airstrips.

49. Telecommunications between atolls and with the outside world have for some time been conducted by radio-telegraph, an unreliable system. The installation of a new telecommunications link jointly funded by the Tokelau budget, UNDP and the New Zealand Post Office will allow direct dialing from Tokelau to the outside world.

6. Regional and international assistance

50. Tokelau receives assistance from various regional and international organizations, most significantly UNDP, which has set an indicative planning figure for Tokelau of \$US 1,103,000 for the programme period 1987-1991. In the previous cycle, 1982-1986, the activities carried out with assistance from UNDP related to health, agriculture, education, telecommunications and water supply.

51. Assistance for overseas training of public servants is provided by the South Pacific Commission (SPC), the Commonwealth Fund for Technical Co-operation, UNDP, the University of the South Pacific and the World Health Organization (WHO).

D. Social conditions

1. General

52. Tokelauan society is centred on the kaiga (extended family group). Village affairs are the prerogative of the taupulega, which includes representatives of all the kaiga.

2. Labour

53. Tokelau being a traditional society, most labour activity is unpaid and devoted to the gathering of food and village maintenance. Both individual and collective labour is also engaged in the production of copra and handicraft. The Tokelau Public Service, which includes teachers and medical personnel, provides the only means of paid employment. Unskilled jobs are rotated so as to ensure wider income distribution.

3. Health and social services

54. The administration of public health on Tokelau is the responsibility of the Director of Health, who is based in the Office for Tokelau Affairs in Apia. In general, the Tokelau community enjoys a satisfactory level of health and all health services are provided free. Each atoll has a 12-bed general hospital with a qualified doctor, four staff nurses, two nurses' aides and an orderly. A dentist and a school dental nurse travel between all three islands. More serious medical cases are sent to New Zealand or Samoa for treatment.

55. In March 1985, the Fono approved a statement of goals redefining the basis for health services in Tokelau, which emphasized community health services and the prevention of disease.

56. Respect for the aged is an integral part of the social system in the Territory, where the family accepts responsibility and provides care for the aged and needy. Village women's committees assist the medical officers and nursing staff with infant care and child welfare.

57. In 1983, there were a total of 10 deaths from various diseases and from old age. The major causes were respiratory diseases (5); heart disease (3); cancer (1) and infant death (1).

4. Housing

58. There is one village on each of the three atolls. Owing to overcrowding in the village of Fale on Fakaofo, a new settlement is being encouraged on Matu, the larger nearby islet of Ferusafala, where the school and the hospital are located.

59. Traditional Tokelauan houses are built of local timbers with walls and roofs of plaited pandanus leaves. The use of imported building materials is, however, steadily increasing.

60. In an effort to improve housing conditions, the Territory has embarked on an accelerated housing development programme. Assistance in the form of materials is available for the completion or renovation of existing houses or for the construction of new ones. New houses have provision for the catchment and storage of water.

E. Educational conditions

61. The educational system in Tokelau is aimed at providing basic academic and technical skills while at the same time developing and strengthening the Tokelauan cultural heritage.

62. Education is free and each atoll has a school for children between the ages of 5 and 15 years, with attendance being close to 100 per cent. Pre-school classes are also run in each village.

63. In July 1986, the total school enrolment was 623, with 226 students on Atafu; 170 on Nukunonu; and 227 on Fakaofo.

64. The teaching establishment in July 1986 stood at 39 qualified teachers and 18 teachers' aides, all of whom were Tokelauans. For most of 1984/85, two expatriate New Zealand teachers were employed to provide in-service training for local teachers and to assist the Director of Education in developing the curriculum.

65. Prior to 1982, education in Tokelau was aimed at producing a select few scholarship students to be sent abroad. Since then, however, the emphasis has shifted to developing the local educational system to cater to the needs of all students and, in this regard, a review of the curriculum is under way. The preparation and publication of books in Tokelauan is a basic component of the new approach.

66. It has also been decided to extend secondary education by the establishment of a form V class on one of the atolls in 1987.

67. In 1986, 75 Tokelauans were pursuing secondary, tertiary and teacher-training courses at educational institutions overseas, while another 42 were undergoing training in various technical disciplines such as nursing, marine science, agriculture and mechanics. Of the total, 43 were studying in Samoa, 42 in New Zealand, 13 in Fiji, 11 in Niue, 5 in Tonga and 3 in Tuvalu.

68. A programme of adult and community education has also been started in the Territory.

II. ACTIVITIES OF THE MISSION

A. Meetings in New Zealand

1. Meeting with the Administrator

69. On 4 July, prior to its visit to the Territory, members of the Mission met with Mr. H. H. Francis, the Administrator of Tokelau, in Auckland. During the meeting, Mr. Francis stated that New Zealand's policy was to foster the development of Tokelau while ensuring that the people did not lose their strong cultural identity and without creating economic over-dependency.

70. Reviewing recent developments in the progress towards self-government, the Administrator referred to the Tokelau Amendment Bill which was aimed at establishing a new court system for Tokelau. Mr. Francis said that over the past five years, the General Fono had assumed an increasing role in the allocation of budgetary resources and that the Minister for Foreign Affairs usually respected and approved the priorities set by it. He also stated that the Village Councils, as well as the General Fono, which traditionally were composed only of elders, were coming under increasing pressure for the participation of women, the aumaga and young people in local affairs.

71. The Administrator noted that the pace of change was being accelerated by Tokelauans returning to the Territory after living in New Zealand, as well as by the increasing importance of the monetary sector through the earnings of employees of the Tokelau Public Service.

72. The Tokelau Public Service had become progressively more capable, to the extent that New Zealand intended in the very near future, to appoint a Tokelauan as Official Secretary, a post currently held by a New Zealander.

73. While the creation of the Tokelau Public Service had been well intended, it had nevertheless created certain unforeseen problems in that it had introduced the concept of paid employment to Tokelau. Furthermore, the relationship between the Tokelau Public Service, the administering Power and the General Fono was not yet fully understood by Tokelauans, especially the Village Councils and the General Fono.

74. The Administrator referred to developments in communications and transportation, particularly the proposed introduction of a regular air service.

He emphasized that the health and education systems in Tokelau were good and informed the Mission that as from 1987, secondary education would be extended with the creation of a form V on one of the atolls, thus providing five years of secondary education in the Territory.

75. As regards the Territory's political future, the Administrator stated that his Government's policy was that Tokelau should eventually undertake an act of self-determination and that New Zealand was preparing the Territory for such a step at a pace acceptable to the people. New Zealand had no intention of influencing Tokelau's choice of future status, but he pointed out that Tokelau could never be expected to be financially independent and that while integration could have certain advantages, it could also have a negative impact, especially in terms of preserving Tokelau's culture.

76. Referring to Tokelauans resident abroad, he said it was the general feeling in the Territory that while overseas Tokelauans could attend meetings of the General Fono and express their views, they were not entitled to participate in decision-making.

2. Discussions with the Ministry of Foreign Affairs of New Zealand

77. The Mission met with officials of the Ministry of Foreign Affairs in Wellington on 21 and 22 July. Opening the meeting, Mr. Merwyn Norrish, Secretary for Foreign Affairs, said that New Zealand had no geo-political, strategic, economic or other interest in Tokelau, except to preserve its reputation as an administering Power. Ten years ago, New Zealand had attempted to encourage Tokelau to begin thinking about its future political status. That had initially engendered the suspicion that New Zealand was about to cut Tokelau adrift. Over the years, however, New Zealand had been able to persuade the General Fono to accept a greater degree of responsibility. He pointed out that further positive developments included wider participation by other sections of the community, such as women, in the decision-making process and improvements in health and education.

78. He agreed that transportation remained a major problem. The elders, despite their apprehension that depopulation and cultural disintegration could follow in the wake of easier contact with the outside world, had recently agreed in principle to the construction of a landing strip on each atoll, but a final decision had yet to be made.

79. With respect to Tokelau's future political status, Mr. Norrish questioned whether a formal act of self-determination was a necessary step in the process of decolonization. Should Tokelau decide to retain the status quo or to establish a unique relationship that fell somewhere between integration and free association, a less formal process might be more appropriate if acceptable to the United Nations. It was more important to adopt a flexible approach to evolving the relationship between New Zealand and Tokelau, than to exclude possible options through strict adherence to established precedents.

80. On the issue of economic development, Mr. Norrish said that there were few prospects of creating a viable economic base for Tokelau and that New Zealand did not agree that more economic progress was essential before a political choice could be made. Moreover, in the interest of preserving the Tokelauan way of life, the elders themselves were not eager to pursue large-scale developments and were indeed agonized over the pressures from the youth and Tokelauans returning from New Zealand to adopt a more modern lifestyle. New Zealand considered that there was no shortage of funds available to Tokelau to accomplish most of its aims.

81. In reply to further questions, the Mission was informed that New Zealand had facilitated the attendance of Tokelauans at regional and international meetings and that it disseminated relevant United Nations information in digest form, although the efficacy of written information had proved to be extremely low.

3. Meeting with the New Zealand State Services Commission

82. On 21 July, the Mission met with members of the State Services Commission. Mr. Don Hunn, the New Zealand State Services Commissioner responsible for the Tokelau Public Service, explained his role and that of the Commission in relation to Tokelau. He said that recent developments in New Zealand and Tokelau had made it necessary to prepare draft regulations governing the Territory's public service.

83. According to the Commissioner, the Tokelau Public Service had been established as a separate entity from the New Zealand Public Service. The Official Secretary exercised limited authority as delegated to him by the Commissioner. The Mission was informed that the New Zealand Government intended to appoint a Tokelauan to replace the incumbent when his term of office expired in January 1987. While the views of the elders had been sought, it had been made clear that the appointment was the sole responsibility of the Commission.

84. The Commissioner stated that following the findings of a British Civil Service consultant on the future of the Tokelau Public Service, the Commission, the New Zealand Government and the General Fono had a number of measures under consideration. These included the establishment of a Tokelau Public Service Commission, the extension of employment opportunities in the Tokelau Public Service to a wider cross-section of the Tokelau community through early retirement options, job-sharing and part-time work, short-term and other contracts and increased training for public servants at all levels. He also said that the relevant authorities were considering the addition of an economic development unit to prepare and implement an integrated development plan for Tokelau.

4. Call on the Prime Minister

85. On 22 July, the Mission called on Prime Minister Lange. The Prime Minister stated that Tokelau's desire to preserve its present political status vis-à-vis New Zealand was not unexpected, but that he wanted to encourage Tokelau to take greater responsibility for managing its own affairs as and when it felt ready to do so. He

reaffirmed that New Zealand would remain committed to providing Tokelau with continued financial support even as it gained more autonomy.

5. Calls on the Minister of Pacific Island Affairs and
the Opposition Spokesman for Foreign Affairs

86. Also on 22 July, the Mission called on Mr. Richard Prebble, Minister of Pacific Island Affairs, and Mr. Warren Cooper, Member of Parliament and Opposition Spokesman on Foreign Affairs.

87. Mr. Prebble said that the Tokelauan community in New Zealand had established a comfortable place for itself and considered that the majority of Tokelauans would choose to remain there even if Tokelau became independent. While expatriate Tokelauans would like to have a say in Tokelauan affairs, he did not think that they had the right to dictate to Tokelau how it should evolve politically.

88. Mr. Cooper questioned the wisdom of Tokelauans continuing to live on the atolls where resources for development were totally unavailable. However, he stressed that while in Government, the Nationalist Party had always respected the wishes of the people of Tokelau. Thus, he concluded that should his party be returned to power, New Zealand's policy towards Tokelau would remain unchanged.

B. Meetings in Tokelau

1. Meetings with the taupulega (council of elders)

89. The Mission had discussions with the taupulega on each of the three atolls. All three taupulega stated that for the present, Tokelau did not wish to change its relationship with New Zealand or to engage in an act of self-determination. They further stated that they were generally satisfied with New Zealand's administration.

90. The taupulega of Fakaofu, in a written submission, expressed confidence in, and appreciation for the help offered by, New Zealand over the past years in developing Tokelau politically, economically, socially and culturally. The Fakaofu Taupulega submitted six requests for United Nations assistance (see A/AC.109/877/Add.1, annex III).

91. The Taupulega of Nukunonu said that the decision to maintain the status quo for the time being was governed by Tokelau's inadequate finances and its lack of economic preparedness and managerial skills. The Taupulega also expressed concern that transportation between atolls and to Samoa was inadequate both for cargo and passengers and said that reasonable telecommunication links and airfields on each of the atolls were necessities. Consideration of future political status was dependent on progress in those areas.

92. The question of participation of other sectors of the Tokelauan community in its deliberations was discussed particularly with the Taupulega of Nukunonu. The elders said, apparently for the first time, that they would welcome the

participation of young people in their deliberations, in a limited way, and, if that proved satisfactory, they might allow the youth to have fuller participation. As regards the role of Tokelauan expatriates in deciding the Territory's course, the Taupulega reaffirmed that decisions must be made by the people in Tokelau, although advice from outside communities was welcome.

93. All three taupulega made requests for increased assistance for specific projects, either from New Zealand or the United Nations. The Atafu Taupulega stressed the need for dredging the channel through the reef because it was impassable at low tide. It also requested the installation of more water catchment tanks to prevent water shortage during times of low rainfall. The Taupulega said that revenues accruing to Tokelau were insufficient to finance all programmes it would like to implement.

94. The Nukunonu Taupulega expressed the desire for a mechanized system of loading and unloading cargo. It hoped that payments for scholarships for students studying abroad could be made from funds other than the Tokelau budget. It also expressed the hope for higher revenue from foreign vessels fishing in its exclusive economic zone.

95. Regarding the impact of the Tokelau Public Service on the traditional pattern of unpaid employment (under the authority of the elders themselves), the Atafu Taupulega said that it had not foreseen the extent to which the Tokelau Public Service would impinge on Tokelauan culture. The authority of the Fono, the independence of the Tokelau Public Service and the relationship between the two remained sensitive issues. There was general agreement that the Office for Tokelau Affairs should be relocated from Apia to Tokelau and that, among other things, this would go some way towards establishing a better relationship.

2. Meeting with the General Fono (Council)

96. A special meeting of the General Fono was convened on 12 July at Fakaofo to meet the Mission. Members of the General Fono unanimously expressed the desire to retain the present political relationship with New Zealand. They also stated that they would like to see an increase in New Zealand aid to Tokelau.

97. Members of the General Fono were of the view that as part of their political education they would benefit from more study tours and greater interaction with their counterparts who, in their development, had undergone similar political, economic and social experiences.

98. They also said that their exchange of views with the Mission would have been more meaningful had they received sufficient political information and been better prepared prior to the visit of the Mission.

99. The General Fono was of the view that for the Territory's future political development, it was important that the Office for Tokelau Affairs should be relocated to Tokelau.

100. The General Fono reiterated many of the concerns expressed by the taupulega on each atoll, particularly those concerning transport and communications, health and education. Specifically, members asked for cargo handling facilities, improvements to the access channels and the provision of skilled technicians to maintain and repair generators, outboard motors and other equipment.

101. They expressed the hope that in any future fishing agreement, Tokelau would receive increased revenue from foreign vessels fishing in its exclusive economic zone.

3. Meetings with women's committees

102. The Mission held separate meetings with the women's committees on the three atolls and attended the inaugural meeting of the Tokelau National Council of Women on Fakaofu.

103. The leaders of the women's groups informed the Mission that Tokelau was not yet ready for political advancement. They stated that many more steps were needed before any serious consideration could be given to further political development. There was general agreement that the skills of the young people and women should be developed, their revenue-earning activities should be increased and that they should share equally in the decision-making process with the elders. Stressing the importance of their contribution to the community, the women drew attention to the fact that they could not be members of the taupulega because of custom and tradition.

104. Although respecting their culture, the women felt that there was discrimination against them in their society and they recognized that there was a dilemma in their future development. Some speakers felt that, as a first step in the process of participation in the taupulega, the women's committees could select issues for discussion with the elders. One speaker expressed the view that study tours abroad would help them to understand better and to develop their participation in the affairs of Tokelau.

105. Dealing with socio-economic conditions and future developments in the Territory, several speakers stressed the need to increase revenue-earning activities mainly through the development of cottage industries. Assistance was sought for the acquisition of sewing machines, the establishment of centres for handicrafts, and for vegetable and egg production. One speaker suggested bringing top-soil into the Territory for agricultural production.

106. On the role of Tokelauans living abroad there was general agreement that although they could be invited to give advice, they should not be given any direct role in decision-making.

4. Meetings with the aumaga (village workforce)

107. The aumaga stressed their support for the decision of their respective taupulega to retain the present relationship between Tokelau and New Zealand.

However, several speakers expressed their opinions on improvements within the present status. On one atoll, it was noted that the elders were at a disadvantage in their dealings with the administering Power and that more young and qualified people should be included in those negotiations. As a result, the pace of development of Tokelau would increase. It was also felt that the present arrangement under which New Zealand made the final decision on projects and programmes for Tokelau should be revised to allow for a higher level of participation in the decision by Tokelau's representatives.

108. The view was expressed that due to inadequate transport, the General Fono met only twice a year. More frequent contacts would greatly enhance future political development. The Mission's attention was also drawn to the geographical separation of two of the Territory's important institutions, the General Fono as the legislative branch, and the territorial civil service, the Tokelau Public Service.

109. Several speakers referred to the hazardous conditions of the access channels to each atoll. There was general consensus that the provision of mechanical equipment for cargo handling was urgently needed.

110. The development of agriculture and fisheries was also stressed. The provision of refrigeration would help to store surplus fish either for future consumption or export. In that connection, one speaker noted that as their duties increased, there was less time to fish.

111. Concern was expressed that foreign fishing vessels were depleting fish stocks in the Territory's exclusive economic zone and the Mission was requested to impress on the administering Power the importance of obtaining the maximum benefits for the Territory in the agreement currently being negotiated between the United States of America and member countries of the Forum Fisheries Agency.

112. Owing to scarcity of water, it was felt that each household should be provided with two storage tanks to ensure adequate supply.

113. In response to a query as to whether a change in political status would affect the traditional laws governing the transfer of local lands, the Mission pointed out that New Zealand law could supercede Tokelauan law only in the case of integration.

114. The aumaga of Fakaofu presented the Mission with a list of projects for which it hoped to receive aid from the administering Power or from relevant United Nations agencies (see A/AC.109/877/Add.1, annex IV).

5. Meetings with the youth

115. The Mission held meetings with youth groups on Atafu and Nukunonu. Because of the heavy work-load associated with the inauguration of the National Council of Women and the meeting of the General Fono, the youth of Fakaofu were unable to meet with the Mission as a group.

116. Several speakers identified better education and training as being the most important aspects of development and a prerequisite to political advancement. Emphasis was placed on professional and technical training, although it was felt that literacy for all should be a goal since that would enable the elderly to understand the changes that were taking place.

117. The youth on both atolls expressed the need for better recreational facilities. It was pointed out that the Territory participated only in rugby in the South Pacific Games. They requested assistance from the United Nations in extending recreational facilities in the Territory in order to compete in a wider range of activities in the future.

118. A number of speakers emphasized the need to protect the culture of Tokelau and stressed that while progress would bring challenges, they would like their culture to be passed on to future generations.

119. As regards political advancement, the spokesman for the youth of Atafu told the Mission that they supported the decision of their elders to retain the present relationship between Tokelau and New Zealand and called upon the Mission to respect their wishes.

120. Some were of the strong view that young people should be given a greater say in the affairs of the village and the future of the Territory since they would be affected by any decisions. The Faipule Nukunonu told the youth that if they had a particular problem to present to the Taupuleqa, he would invite their representative to put the matter before the elders for their consideration. Several speakers welcomed the statement of the Faipule and expressed the view that the youth should also be represented at the General Fono.

121. There was a consensus that Tokelauans living abroad could participate in discussions on the affairs of Tokelau but should not be part of the decision-making process.

122. One young man asked the Mission for its assistance in facilitating Tokelau's participation in the forthcoming International Youth Conference.

123. The youth requested the Mission's assistance in promoting suitable development programmes. There was a general feeling that New Zealand was not responding fast enough to requests for economic assistance from Tokelau and the view was expressed that more skilled workers should be assigned to certain projects to expedite them. It was also felt that New Zealand should provide equipment to facilitate the handling of cargo. Some speakers pointed out that greater encouragement should be given to projects and programmes that would have an impact on the long-term economic development of the Territory, particularly those in the fields of agriculture and fisheries.

6. Meetings with the Tokelau Public Service

124. On 5 July 1986, the Mission held discussions with the Official Secretary and the Directors (departmental heads), of the Office for Tokelau Affairs in Apia.

125. The Official Secretary gave a brief outline of recent political and economic developments regarding Tokelau. He singled out the establishment of the Tokelau Public Service as a significant step towards self-determination. He also referred to the Tokelau Amendment Act, 1986; the establishment by the General Fono of the budget, health and agriculture committees; the telecommunications project; the presentation of the report following the transport study; the current review of education policy and plans to relocate the public service to the Territory. He stressed that the traditional leaders of Tokelau were directly involved in the decisions regarding those developments. This, he said, was a clear indication of the maturity of the society and of the strong self-confidence of its leaders.

126. The Directors were of the opinion that poor communications and transport between the Office for Tokelau Affairs and the atolls were among the main problems facing the public service. Another problem was the relationship between the public service and the three taupulega since the latter viewed the Tokelau Public Service as a threat to their authority. It was pointed out that the Directors often found themselves faced with the problem of divided loyalties between the General Fono on one hand, and the administering Power, on the other. They said, however, that the delegation of authority to individual atolls through the establishment of management teams went some way towards reducing the conflict between the taupulega and the public service.

127. On the issue of the future political status of Tokelau, the Directors were of the view that the elders were still unclear about the political options presented to them. One director wanted to know why specific categories were offered instead of allowing Tokelau to formulate a potential option of its own. While it was true that the elders "feared the unknown" and were satisfied with the existing relationship with New Zealand, the Directors pointed out that over the last four years, the elders had rapidly adjusted to changes in the decision-making process.

128. The view was expressed that Tokelauans living abroad had a continuing role to play in the development of Tokelau but that sometimes they did not fully understand local issues and therefore held unrealistic expectations. The Directors felt that the arrangement that enabled Tokelauans living abroad to send observers to the General Fono was adequate.

129. The Director of Education gave an overview of the policy and programmes on education and informed the Mission about the production of teaching materials in the vernacular. Future developments in education included the establishment of a form V in the present school system and the introduction of adult learning centres. He noted that although the ratio of teachers to students (1:12) was most satisfactory as was the proportion of trained teachers to teachers' aides, in an effort to improve the quality of education, more teachers would be given in-service training.

130. The Director stressed the importance of assistance from regional and international organizations, in particular from UNDP, in several areas of education. He noted that the Territory did not receive any assistance from the United Nations Educational, Scientific and Cultural Organization (UNESCO) and would

welcome its assistance in handicraft development and the establishment of a broadcasting system, particularly in the area of educational broadcasts for schools.

7. Meeting with teachers

131. The Mission convened a meeting with almost all the teachers of Tokelau who had gathered for a workshop in Fakaofu. There was a consensus that although the level of education in Tokelau had been greatly improved over the past few years, it remained inferior, especially when compared to New Zealand, even though the syllabus was ostensibly the same.

132. Many teachers considered that the problem had arisen because limited finances meant that the allocation to education had to be small. That was either the fault of the elders, who were reluctant to pressure New Zealand to increase its aid, or of New Zealand itself for failing to respond to Tokelau's requests. In any case, it had prevented the adequate training of teachers, many of whom only had primary school education. The procurement of sufficient up-to-date teaching materials and their translation into Tokelauan was inadequate. There was also a serious shortage of other teaching aids and equipment.

133. Several teachers made the point that education was severely hampered by the psychological and material disadvantages created by the isolation of the three atolls from each other and from the outside world. That isolation could also undermine the benefits of the proposed establishment of one form V class for the entire Territory as it would require students from the other two atolls to live away from home during a large part of the year.

134. The meeting considered the conflict between the elders and the more educated younger generation, which was looking for a greater voice in the affairs of Tokelau. Several teachers, while fully respecting the authority of the elders, stated that since the elders were not conversant with modern developments, each generation should be allowed to speak for itself.

135. The Director of Education expressed sympathy for the predicament of the elders in trying to preserve Tokelauan values in an era of rapid change and stressed that the superimposition of outside values and political forms on Tokelau could have disastrous consequences. He suggested that Tokelau needed to re-examine its development priorities in order to work out appropriate but uniquely Tokelauan solutions to its problems, particularly the generation conflict.

136. One teacher stressed that, in general, self-reliance was more important than outside financing. However, for the time being, because of its level of development, Tokelau would continue to depend on aid.

8. Visits to schools, hospitals and major development projects

137. The Mission visited the village, the school, the hospital and some of the development projects on each atoll.

138. The Director of Education and the respective principals accompanied the Mission which had the opportunity to visit the classrooms and speak to the teachers and pupils. On visits to the hospitals, the Mission met the doctors, inspected the facilities and discussed matters concerning health services.

139. The Mission, accompanied by the faipule of the atoll and at least one member of the public service, toured the village on each atoll, as well as the pilot vegetable and livestock projects. During its tour of Fakaofo, the Mission saw the coastal erosion caused largely by the 1966 hurricane. Very little progress had been made in the construction of a sea-wall to prevent further erosion. The attention of the Mission was drawn to the fact that the boat used to transport schoolchildren and patients between Fale and Fanuafale, where the school and hospital are located, had no life jackets. The uninsulated exhaust pipe in the cabin of the boat presented a danger to passengers; in fact, two schoolchildren had recently been severely burnt. The Mission was informed that water catchment tanks on Atafu and Nukunonu funded by UNDP, had alleviated, but not eliminated, the problem of water shortages during periods of low rainfall. Construction of new houses on Atafu and Fakaofo was more advanced than on Nukunonu.

C. Meetings with Tokelauan communities abroad

140. The Mission held meetings with the Tokelauan community in Apia on 17 July 1986, with the communities in Wellington and Auckland on 22 and 23 July, respectively and with students studying in Fiji on 26 July.

141. Regarding the question of political development, members of the Apia community, whose representatives attended the April 1986 General Fono as observers, expressed their support for the decision with respect to Tokelau maintaining its present relationship with New Zealand. They stated, however, that they would like to see their position as observers in the General Fono upgraded to allow for fuller participation.

142. The Apia community expressed a strong interest in the economic and social development of Tokelau and suggested that New Zealand should train young Tokelauans for jobs as seamen. It also felt that the standard of living of Tokelauans in the Territory was now better than that of the Apia-based group so that some help should be extended to the latter by Tokelau and New Zealand.

143. The group raised the question of the portability of New Zealand social welfare and pension benefits. They stated that Tokelauans receiving benefits in New Zealand became ineligible on their return to Tokelau. Reference was made to the arrangements whereby Tokelauans who were United States citizens continued to receive their benefits in Tokelau. They said that the present situation created problems for Tokelauans, but more importantly, posed an impediment to those who wanted to return home.

144. At the meetings in Wellington and Auckland, several speakers expressed the view that Tokelau was capable of running its own affairs and did not agree with the decision of the elders to maintain the status quo. It was felt that the decision

of the elders reflected a lack of confidence in their abilities and an attitude of dependency created by New Zealand.

145. Others were of the view that New Zealand still retained real power and either overruled or ignored decisions of the General Fono. One speaker cautioned that even though the elders might have expressed the same views to each of the three Visiting Missions, subtle changes were taking place. He noted, however, that the Territory needed more time to explore its relationship with New Zealand, following an assessment of the situation of some similar neighbouring countries.

146. Another speaker felt that political advancement would be easier with assistance particularly in such major development projects as land reclamation.

147. Both groups expressed their dissatisfaction over the limited role offered to them as observers to the General Fono and indicated their desire for full participation. They confirmed that the faipule and pulenuku on their visits to New Zealand had welcomed the interest of the expatriate Tokelauan communities in the affairs of the Territory and had invited them to attend the General Fono. However, both groups expressed the view that they were being discouraged by various New Zealand authorities from having any role in the Territory.

148. Regarding the Tokelau Public Service, they felt that although the public service was set up to serve Tokelau, the administering Power had created a barrier between the public service and the taupulega thus creating problems of divided loyalties.

149. Both groups were of the opinion that New Zealand aid to Tokelau had created an attitude of dependency. Furthermore, there was no long-term development planning so that much of the assistance was unstructured and sometimes misdirected. In their view, internal self-government would enable Tokelau to become more self-reliant. Concern was also expressed about the environmental and social impact on the Territory of the proposed airstrips.

150. During the Mission's meeting with the Fiji-based students, the latter said that they accepted the decision of their elders to retain the present relationship with New Zealand although they felt that ultimately, the Territory should accept greater political autonomy. The students were unclear as to what form of government could evolve out of the present traditional system. They felt, however, that young people should be given a greater role in the affairs of the Territory.

151. There was general agreement that the Office for Tokelau Affairs should be relocated to the Territory, but the students felt that the selection of a site would create conflict among the atolls.

152. Regarding socio-economic conditions, the students said that New Zealand's assistance should be more development-oriented. While agreeing that better transportation would improve Tokelau's contact with the outside world, the students expressed concern that in the process, problems could arise, particularly the loss of scarce land owing to the construction of airstrips.

153. Referring to human resources, they stated that the availability of manpower was vital to the economic and political development of the Territory. In this regard, they were concerned about the net outflow of skilled Tokelauans.

D. Meetings with organizations of the United Nations and specialized agencies

154. On 16 July 1986, the Mission held discussions with representatives of UNDP, the Food and Agriculture Organization of the United Nations (FAO), UNESCO and WHO, all of whom are based in Apia.

155. The Chairman informed the Resident Representative of UNDP that the Mission had visited the UNDP projects on each atoll. He stated that the people of Tokelau were appreciative of the assistance offered to them.

156. The Resident Representative outlined the UNDP programme for Tokelau and explained to the Mission that the illustrative indicative planning figure for Tokelau for the period 1987-1991 was \$US 1,013,000. The emphasis of the programme for Tokelau was on improvements in the Territory's transportation and telecommunications. (For details, see DP/CP/TOK/2.)

157. In response to questions raised by the Mission, it was stated that the projects for Tokelau were small scale and were Government-executed. UNDP staff visited the Territory every six months and held tripartite meetings to monitor the projects. In an attempt to solve the problem of the absorptive capacity which was facing the Territory, UNDP was providing funding for short-term training in technical and specialized services. The Resident Representative pointed out that UNDP could provide more experts and technical assistance to Tokelau, but was governed by the policy that its services would only be provided upon request.

158. The Resident Representative informed the Mission that an allocation of \$US 200,000 was available to Tokelau under the Regional Atoll Development Programme which was due to end in 1987. However, the projects for Tokelau designed for improvements in agriculture, water and health were at a virtual standstill.

159. In discussions with the representative of UNESCO, the Mission was informed that since Tokelau was not an associate member of the specialized agency, it was not eligible for direct assistance from it. He pointed out, however, that Tokelau benefited indirectly from its participation in the South Pacific Festival of Arts and that UNESCO acted as the executing agency for some of the projects of UNDP in Tokelau.

160. The representative of UNESCO considered that although the membership contribution was a constraint, the benefits of UNESCO membership to Tokelau would far outweigh the cost. He identified several areas in which UNESCO could provide assistance but stressed that any requests must come through New Zealand.

161. The representative of WHO told the Mission that he had been associated with Tokelau for about 20 years in various capacities through international agencies.

He considered that the health of Tokelauans was generally good, but it was important that Tokelau should remain closely associated with WHO. The Director of Health of Tokelau who accompanied the Mission to the meeting, confirmed that Tokelau had been receiving training, equipment, publications and epidemiological information from WHO. Tokelauan nurses were also included in the WHO-sponsored nurses' training programme for Samoa.

162. The representative stated that because of limited funding, WHO had not been able to provide more than nominal assistance to Tokelau. He informed the Mission that in the current biennium, Tokelau had been allocated \$US 25,000. However, as part of the agency's overall policy of budgetary constraint, several of its programmes in the region were being reduced or curtailed to that there was no allocation for Tokelau in the proposed budget for the biennium 1988-1989.

163. The Mission was given information about a basic x-ray system that was ideal for isolated rural communities. It passed this information on to officials of the administering Power.

164. In discussions with the representative of FAO, the Mission was told that FAO did not provide any direct assistance to Tokelau, although the Territory benefited from its regional programmes. The representative stated that FAO also operated as an executing agency for programmes funded by UNDP in the Territory. He identified several areas of assistance that FAO could provide, including the introduction of bee-keeping. He noted that because of Tokelau's isolation, lack of infrastructure and transportation difficulties, there was a problem in attracting experts to serve in the Territory.

165. The FAO representative expressed the view that Tokelau could benefit from the introduction of new technologies that were being successfully utilized in countries with similar characteristics. He felt that the UNDP allocation for agriculture was underutilized in the Territory. He expressed concern over the slow pace of the agricultural component of the Regional Atoll Development Programme and considered that the loss of such a significant amount of development assistance to the Territory would be regrettable.

III. OBSERVATIONS, CONCLUSIONS AND RECOMMENDATIONS

166. The people of Tokelau expressed, unequivocally, their desire to maintain their present status and relationship with the administering Power. A written statement adequately reflecting the general view expressed throughout Tokelau and indicating a decision not to change the relationship between Tokelau and the administering Power was presented to the Mission in Fakaofu (see A/AC.109/877/Add.1, annex VI). It registered appreciation of the assistance rendered by the administering Power "through the past years concerning the political, economical (sic), social and cultural developments of Tokelau".

167. The administering Power has initiated discussions on the possible alternatives available to Tokelau in the exercise of its right to self-determination but the people of Tokelau felt that there were several issues relating to Tokelau's

economic and social development that should be addressed before they could give serious consideration to the various political options.

168. It was evident that the differences between the options and the consequences of accepting any one of them were not fully understood. There is therefore still considerable need for a full explanation of the options and indeed for continuing and increased political education in general.

169. However, the Mission notes that in recent years an increasing degree of responsibility and decision-making has been devolved to the General Fono. The Mission welcomes this development and recommends that the administering Power should continue to encourage the people of Tokelau to assume an even greater role in conducting the affairs of the Territory.

170. Tokelauans are very proud of their cultural heritage and openly expressed their desire to maintain their customs and traditions. They accept that economic and political developments entail change, but it is clear that in order to preserve their culture, they are attempting to manage their development in such a way as to exercise control over the necessary changes. The Mission notes the assurances of the administering Power that it will allow Tokelau to change "at its own pace" and that it will assist in maintaining Tokelau's culture.

171. The Mission recommends that the administering Power should continue to encourage Tokelau to pursue its political development towards assuming greater political autonomy while preserving its cultural heritage. In this regard, it may be desirable to adopt a flexible approach to the evolving political relationship between New Zealand and Tokelau, taking into account developments in countries that have undergone similar experiences as Tokelau.

172. The Mission notes that the Tokelau Law Project, currently in progress, is aimed at creating a body of law that will give due recognition to Tokelauan custom. The Tokelau Amendment Act, 1986, is a first step in this process.

173. One of the areas of paramount importance to Tokelau's development is the field of transport and communications. The Mission notes that there is agreement in principle on the construction of airstrips on each atoll and the establishment of an air service to Tokelau, and recommends that this should be given priority since many other proposals and plans for Tokelau's development are contingent upon improved and more regular access between Tokelau and the outside world.

174. The Mission notes the hazardous conditions under which passengers and cargo are ferried from ship to shore and recommends that further consideration should be given to the provision of appropriate facilities, including improvements to the access channels.

175. The Mission notes that the installation of a new telecommunications system is in progress and recommends that further efforts should be made to ensure that adequate links are established between Tokelau and the outside world.

176. The free flow of information is another factor that is important to the future development of Tokelau. There is no newspaper or radio station in Tokelau. A quarterly newsletter is one of the few sources of information. An inter-atoll broadcasting system would greatly assist in this regard. Such a system would also assist in the education process, including political education, in Tokelau.

177. The view was expressed that a meaningful programme of political education was dependent on Tokelauans first achieving a certain standard of basic education. To this end, a comprehensive review of the school curriculum was being undertaken in an effort to develop a system of education and related facilities appropriate to the needs of Tokelau. The Mission is of the view that this could provide a basis for the future political education that is necessary in preparing Tokelauans to understand fully the political options available to them and possible alternatives for the future.

178. While recognizing that efforts are being made to provide some in-service training for teachers, the Mission recommends that this practice should be expanded while at the same time ensuring a better supply of teaching aids.

179. The Mission recommends that more and improved adult education courses should be introduced to enhance the ability of all sectors of the population to participate more effectively in the affairs of the Territory. The Mission stresses the responsibility of the administering Power to promote political education in Tokelau.

180. Health facilities and the hospital on each of the atolls are generally good; however, as expressly stated by the people, the Mission recommends that measures should be taken to provide x-ray facilities.

181. The Mission notes the lack of economic resources in Tokelau. It is therefore necessary that infrastructure and existing resources be carefully managed so as to ensure their maximum utilization. Among the areas identified for attention by the people were water, power, health, education, agriculture and fisheries. The Mission had the opportunity to assess the considerable assistance given to Tokelau in these fields by the administering Power, the Government of Samoa, UNDP, WHO and other regional and international organizations. The Mission recommends that this technical and financial assistance should continue and be increased as necessary.

182. The Mission recommends that the administering Power should facilitate the admission of Tokelau to membership in the various specialized agencies of the United Nations system and regional organizations, encourage its participation in them and, where possible, pay the assessed contributions for membership.

183. Noting the scarcity of land in the Territory and erosion caused by the sea, the Mission recommends that continuing attention should be given to the construction of sea walls, particularly in Fakaofu.

184. The Mission notes the express wish of the people of Tokelau for the relocation of the Office for Tokelau Affairs from Apia to the Territory.

185. The Mission considers that a one-month sojourn was excessive and that its task could have been accomplished with better scheduling, with the Mission spending three days on each atoll before discussions with the administering Power.

Notes

1/ See Official Records of the General Assembly, Thirty-first Session, Supplement No. 23 (A/31/23/Rev.1), vol. III, chap. XVII, annex, appendices I-IV.

2/ The Tokelau Amendment Bill, 1986, was enacted into law at the end of July 1986.

3/ The local currency is the New Zealand dollar (\$NZ). At 6 August 1986, \$NZ 1.00 was equivalent to \$US 0.53.
