

**REPORT OF THE UNITED NATIONS  
VISITING MISSION TO THE  
TRUST TERRITORY OF  
THE PACIFIC ISLANDS, 1980**

**TRUSTEESHIP COUNCIL**

**OFFICIAL RECORDS: FORTY-SEVENTH SESSION**

**(May-June 1980)**

**SUPPLEMENT No. 2**



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**NOTE**

**Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.**

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LETTER OF TRANSMITTAL

12 May 1980

Sir,

I have the honour to transmit to you herewith, in accordance with Trusteeship Council resolution 2166 (XLV) of 31 May 1978 and rule 98 of the rules of procedure of the Council, the report of the United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1980.

This report is subscribed to by both the members of the Visiting Mission.

Accept, Sir, the assurances of my highest consideration.

(Signed) Sheila HARDEN  
Chairwoman of the Visiting Mission  
to the Trust Territory of the  
Pacific Islands, 1980

His Excellency, Mr. Kurt Waldheim  
Secretary-General, United Nations  
New York, N.Y. 10017

## CHAPTER I

### GENERAL

#### A. Terms of reference

1. At its 1480th meeting on 31 May 1978, the Trusteeship Council adopted resolution 2166 (XLV), by which it decided to dispatch a periodic visiting mission to the Trust Territory of the Pacific Islands in 1979. During its fourteenth special session, on 15 February 1979, the Council decided to defer the dispatch of the periodic visiting mission to early 1980 since two visiting missions were already scheduled to visit the Trust Territory in 1979 to observe constitutional referenda.

2. By the same resolution, the Council decided that the Mission should be composed of members of the Council wishing to participate, with the exception of the United States of America, the Administering Authority, which was requested to provide an escort officer. It directed the Visiting Mission to investigate and report as fully as possible on the steps taken in the Trust Territory towards the realization of the objectives set forth in Article 76 b of the Charter of the United Nations, and to pay special attention to the question of the future of the Territory, in the light of the relevant Articles of the Charter and the Trusteeship Agreement 1/. The Council also directed the Mission to give attention, as appropriate, in the light of discussion in the Trusteeship Council and of resolutions adopted by it, to issues raised in connexion with the annual reports on the administration of the Territory, in the petitions received by the Council concerning the Territory, in the reports of the previous periodic visiting missions to the Territory and in the observations of the Administering Authority on those reports. The Mission was further directed to receive petitions, without prejudice to its action, in accordance with the rules of procedure of the Council, and to investigate on the spot such of the petitions as, in its opinion, warranted special investigation. Finally, the Council requested the Mission to submit to the Council as soon as practicable a report on its visit to the Territory containing its findings, with such observations, conclusions and recommendations as it might wish to make.

#### B. Composition

3. The Visiting Mission was composed of the following members:

Ms. Sheila Harden (United Kingdom of Great Britain and Northern Ireland) (Chairwoman)

Ms. Bernadette Lefort (France)

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1/ Trusteeship Agreement for the Trust Territory of the Pacific Islands (United Nations Publication, Sales No. 1957.VI.A.I).

The Mission was accompanied by the following members of the United Nations Secretariat :

- Mr. Girma Abebe, Principal Secretary
- Mr. Ozdinch Mustafa, Political Affairs Officer
- Mr. Tayeb Merchoug, Political Affairs Officer
- Ms. Patricia Vingo, Administrative Officer
- Mr. Henri Pieters, Secretary/Stenographer

The Mission was escorted by Mr. James C. Gray, Jr., Adviser, United States Mission to the United Nations.

### C. Itinerary

4. On 5 February 1980, the Visiting Mission held preliminary discussions in New York with Ambassador Peter Rosenblatt, Personal Representative of the President of the United States for Micronesian Status Negotiations.
5. The Mission left New York for the Trust Territory on 27 February and en route stopped in Honolulu to meet with Micronesian students at the University of Hawaii.
6. The Mission began its visit to the Trust Territory at Enewetak, Marshall Islands, on 1 March and ended it on 29 March at Saipan, Mariana Islands. On 24 March, it stopped in Guam in order to meet with Micronesian students at the University of Guam.
7. In the course of its tour, the Mission received a number of written communications which were taken into account in the preparation of its report. The texts of these communications are filed and available for inspection in the United Nations Secretariat.
8. During its visit to the Trust Territory, the Mission was accompanied in the Marshall Islands, Ponape and Truk by Mr. Clarence E. Takeuchi, and in the Yap and Palau and at Trust Territory Headquarters in Saipan by Mr. N. Neiman Craley, Jr., both from the Trust Territory Government.

### D. Land and people

9. The Trust Territory of the Pacific Islands consists of three archipelagos: the Marshalls, the Carolines and the Marianas. The latter includes Guam, which is not part of the Trust Territory but is an unincorporated Territory of the United States. The Trust Territory includes more than 2,100 islands scattered over an area of some 7.8 million square kilometres in the western

Pacific, an area about the same as the land area of the continental United States. These islands, about 100 of which are inhabited, have a combined land area of approximately 1,850 square kilometres. They are grouped in four administrative entities: the Northern Mariana Islands, the Marshall Islands, and, in the Caroline archipelago, the Federated States of Micronesia (comprising Kosrae, Ponape, Truk and Yap) and Palau.

10. According to the 1980 estimates, the total population of the Territory is 136,500. Nine distinct languages, with variations of dialects, are spoken in the Territory: two in Yap, three in Ponape and one each in the Marshall Islands, the Northern Mariana Islands, Kosrae and Truk.

### E. History

11. The early history of Micronesia is uncertain. It is believed that some of the early settlers were migrants from Asia. The Micronesian peoples are regarded as constituting a distinct group amongst the peoples of the Pacific, although they have some affinity with the Melanesians to the south and west and the Polynesians to the south and east. Indeed, two islands in the Trust Territory - Kapingamarangi and Nukuoro - are inhabited by people of Polynesian descent. In some of the islands, traces remain, both in oral tradition and the ruins of buildings, of civilizations which predate the arrival of Western explorers. Perhaps the most spectacular are the ruins of the city of canals at Nan Madol on Ponape, which is thought to have flourished from the twelfth to the sixteenth centuries.

12. The first European voyages of exploration in the Pacific missed most of the islands of Micronesia. Fernão de Magalhães, the Portuguese navigator also known as Fernando Magellan, passed hundreds of islands before he sighted the Mariana Islands on his voyage westwards across the Pacific in 1521, and named them for the wife of Philip IV of Spain, Queen Maria Anna.

13. The Portuguese discovered Yap and Ulithi in 1526. Later Spanish voyagers, sighting those and many of the other islands in the central and south-eastern area, named them "Carolina" for Charles II of Spain. The Marshall Islands, sighted by the Spaniards in 1529, were not named until Marshall, an English captain, made a voyage of exploration into the region in 1788.

14. In 1565, Miguel Lopez de Legazpi, the first Spanish Governor-General of the Philippines, formally proclaimed the Mariana Islands Spanish territory. For a century after Legazpi's visit, however, Spain made no attempt to colonize the islands. Late in the nineteenth century, Spain extended its administrative domain to include the Carolines and the Marshalls. At about the same time, the copra trade had attracted the commercial interests of Germany. German traders appeared in the Caroline Islands and, in the mid-1880s, Germany assumed a protectorate of the Marshall Islands.

15. At the end of the Spanish-American War in 1898, the United States acquired Guam, and in 1899, Spain sold its remaining Micronesian possessions to Germany, which ruled the Territory from 1899 to 1914, when Japanese naval squadrons took possession of the islands.

16. In 1920, the League of Nations placed the Caroline, the Marshall and the Northern Mariana Islands under Japanese mandate. Japan remained in possession of the Territory until 1944, when the United States armed forces occupied the Territory.

17. In 1946, the United States agreed to place the Territory of the Pacific Islands, consisting of the islands formerly held under mandate by Japan, under the International Trusteeship System established under the Charter of the United Nations. The draft trusteeship agreement for the Trust Territory of the Pacific Islands was formally submitted to the Security Council of the United Nations on 17 February 1947, and approved by it on 2 April 1947, in accordance with Article 83 of the Charter. The agreement came into force on 18 July 1947 following its approval by the Congress of the United States.

18. For sometime after its occupation by the United States Armed Forces, the Territory was administered by the United States Department of the Navy. In 1951, however, responsibility for the administration of the Territory was passed to the United States Department of the Interior. In 1965, the first elected Congress of Micronesia was convened. Since then, as a result of a series of referenda conducted in the Trust Territory, local governments have been established in the Federated States of Micronesia (comprising Kosrae, Ponape, Truk and Yap), the Marshall Islands and the Northern Mariana Islands. Palau is expected to elect its government before the end of 1980.

#### F. Programme of visits and meetings

19. This section of the report summarizes the various meetings of the Visiting Mission with public bodies and members of the general public in the Trust Territory. The objective of the summary is to give the reader an idea of the state of public opinion in the Territory and the main preoccupations and concerns of the people as they approach the target date for termination of the Trusteeship Agreement. With only four weeks in the Trust Territory, the Mission could unfortunately visit only a limited number of outer islands, although it visited all the population centres. Some of the islands and municipalities it did not visit during its tour may, quite understandably, feel that they have problems which merit as much attention and treatment as those dealt with in the present report. The Mission hopes, however, that its itinerary, if not comprehensive, at least enabled it to acquire a reasonable understanding of the prevailing sentiments and that in general no important aspect of life in the various islands has been neglected.

1. Marshall Islands

20. The Marshall Islands, the easternmost of the Territory's entities, comprises 29 coral atolls and 5 low coral islands with a total land area of about 180 square kilometres scattered over approximately 970,000 square kilometres of ocean. The population, according to 1980 estimates, is about 29,670. The headquarters is located on Majuro Atoll, which has a population of over 10,000.

21. The Visiting Mission began its visit to the Marshall Islands at Enewetak Atoll on 1 March 1980. The atoll was the site of nuclear and thermonuclear testing some three decades ago and its former inhabitants were evacuated to Ujelang, 225 kilometres to the south. After 33 years of residence away from their islands, the people of Enewetak Atoll returned home in April 1980 following completion of a cleanup operation by the Administering Authority.

22. At a meeting on the same day with elected leaders, members of the Municipal Council and the general public, speakers observed that their islands were now man-made and that they no longer looked like the ones they had left in 1947 to make way for nuclear tests. Another speaker wondered whether the people of Enewetak Atoll would receive compensation for two islands which had completely disappeared. A number of speakers said that they wanted to go back and live in Enjebi, located in the northern part of the atoll, which, they said, had been designated by the Administration for agricultural use only. They informed the Mission that both their request to return to Enjebi and the outcome of the radiological safety tests conducted on the island were currently being considered by the authorities concerned in Washington, D.C.

23. Some of the speakers asked whether the scientific findings which had declared some of the islands safe for habitation and agricultural purposes were reliable. They also asked whether the required surveys and tests to measure the level of radiation would be conducted on a continuing basis after termination of the Trusteeship Agreement.

24. As regards the economy of the islands, a speaker said that the Enewetak area was the least developed in the Marshall Islands. He therefore suggested that the Trusteeship arrangement should continue until the economic situation of their islands improved.

25. The Mission also inspected the classrooms of the elementary school, the dispensary and the community centre on Enewetak Island. It visited the new houses and the various facilities provided on that island.

26. The Mission flew over Enewetak, Medren and Japtan and observed from the air housing projects and new plantations. It also flew over the islands

of Enjebi and Runit. The former is limited to agricultural use while the latter has been used to bury radioactive material under a concrete dome and is permanently off-limits. On the same day, the Mission flew from Enewetak to Kwajalein (the date was 29 February in Kwajalein).

27. On 2 March (1 March in Kwajalein and Ebeye), the Mission went by boat to the island of Ebeye, where it held a public meeting. During the discussion, several speakers expressed their concern about crowded living conditions, youth problems, inadequate school curricula, poor health care, and shortage of water.

28. The traditional chief asked whether in the future the islanders could apply to the United Nations for help in evaluating the situation in Ebeye. A speaker expressed concern about the terms of the land-lease agreement and asked whether the United Nations could arbitrate after the termination of the Trusteeship Agreement. Some speakers pointed out that, although goods needed by the people of Ebeye were available on the neighbouring island of Kwajalein, they had no access to them. Other speakers considered the sewage problems to be serious; some thought that a larger dock would help to expand business; and there were complaints about the lack of employment on Ebeye.

29. The principal of Ebeye's elementary school drew attention to the inadequate curriculum, the lack of trained teachers and the limited opportunities for higher education, especially in the vocational field. He said that the youth problems were a source of increasing concern. Young people in Ebeye represented almost half of the total population.

30. On 3 March, the Mission visited the island of Roi-Namur and met with the community leaders of Third Island (Santos).

31. During the discussion, speakers complained about inadequate health care; lack of transport to Ebeye Hospital, shortage of water, lack of electricity, inadequate communications and lack of employment. One speaker felt that the delay in the delivery of medical supplies was among their most serious problems. Other speakers mentioned the land problem in Roi-Namur which was essentially a question of ownership and compensation.

32. During a meeting held on Majuro on 4 March with members of the Nitijela (Parliament), a speaker expressed the hope that the Mission would visit the outer islands to observe conditions there, where he suggested that much remained to be done, particularly in health and education.

33. Another speaker urged the Visiting Mission to recommend the early termination of the Trusteeship Agreement, which he considered would lead to greater assistance from the United States in the economic and social areas.

34. Another member of the Nitijela complained that no compensation had been paid to the inhabitants of Mili Atoll, which had been gravely damaged during the Second World War. Recalling the petition which was transmitted to the United Nations in 1969 (T/PET. 10/58), he urged the Visiting Mission to look into the matter again and to help resolve the issue as soon as possible.

35. On 5 March, at a meeting in Laura with community leaders and the public, speakers complained about unemployment, the lack of youth programmes and inadequate health and educational services. They requested that grant-in-aid programmes be extended to their area.

36. Speakers wondered whether the Trust Territory would be self-sufficient and able to govern itself after the termination of the Trusteeship Agreement. Fear was expressed that the islands might be abandoned.

37. The Mission also met with community leaders and the public at the district centre in Majuro on the afternoon of 5 March. During the discussion, the Magistrate asked whether a date had been established for the termination of the Trusteeship Agreement. He felt that it was time to terminate that Agreement. The speaker considered that the United Nations should supervise the plebiscite on the proposed compact of free association. However, he hoped that the development programmes would be accelerated before the termination of the Trusteeship Agreement.

38. At a meeting with the Marshall Islands Businessmen's Association on 6 March, a speaker said that, although an economic development board and an economic development fund had been established, neither was functioning at that time. He emphasized the need for a development fund to promote the growth of small businesses and to encourage the expansion of the existing financial institutions. The next speaker complained that the local government did not comprehend sufficiently the problems of small businesses operating in the outer islands, where the almost total lack of infrastructure and services discouraged investors. More information was needed on business opportunities available in the Territory.

39. At a meeting on the same day with Bikinians now residing on Ejit Island, the traditional chief said that living conditions on that island compared unfavourably with those of Bikini. He complained that the people had experienced delays in receiving their share of the trust fund from Kili (see chap. VI, sect. B below), and asked that a separate account be opened for his people on Ejit. He requested the Visiting Mission to bring the matter to the attention of the appropriate authorities. The Chief said that, despite many promises, the financial assistance they received was very limited. He wondered whether his people could apply to the United Nations for aid after the termination of the Trusteeship Agreement.

40. At a meeting, also held on 6 March with people of Mili residing in Majuro, their representatives expressed concern about war damage claims under Title I of the Micronesian Claims Act of 1971 (United States Law 92-39) and referred to their petition submitted to the United Nations in 1969 (See para. 34 above). They asked the Mission to assist them in their effort to solve the problem. In particular, they said that the amount of money offered to the Milians, considering the damages sustained by the people, was considerably less than that appropriated for people on other islands. They further stated that the clean-up operation and the proposed rehabilitation programmes for Mili remained unimplemented.

41. On 7 March, the Mission met with representatives of the Federal Emergency Management Agency (FEMA) and of the other relief organizations which had been co-ordinating assistance following the tidal wave that destroyed parts of Majuro in 1979. The Mission was told about the different services that FEMA and the other relief organizations had been providing to the victims of the disaster.

## 2. Ponape

42. Ponape State, which lies in the Eastern Caroline Islands, consists of the volcanic island of Ponape and eight widely scattered coral atolls. It has a land area of 334 square kilometres. Ponape Island ranks second in land area among the islands of the Trust Territory. The total population of the State, according to 1980 estimates, is about 23,140. The capital of the Federated States of Micronesia is located at Kolonia on Ponape Island, which has a population of about 5,000. Two languages are spoken in the State: Ponapean and a western Polynesian dialect spoken in Kapingamarangi and Nukuoro.

43. The Visiting Mission arrived at Kolonia on 7 March and began its programme of work with a joint meeting, on the same day, with the President, the Vice-President and the senior staff of the Federated States of Micronesia, together with the Speaker and members of the Congress of the Federated States.

44. Speakers emphasized the problem facing the Federated States as a result of the existing wide import/export gap. They said that with the present great imbalance between import expenditures and export earnings, the Federated States would have difficulty in attracting investment capital to the islands.

45. The Mission was informed that unemployment might be as high as 20 per cent of the labour force. Forty-five per cent of the population was 15 years of age or younger and such growth would require an expanding economic base in order to provide employment opportunities.

46. Speakers said that the Federated States of Micronesia was the least developed area in the Trust Territory and that it faced major obstacles to development because of a poor and deteriorating infrastructure. Lack of maintenance of existing facilities was a serious impediment to the efforts being made in order to provide essential services. They pointed out that in the absence of reliable communications systems to link the states and to reach the outside world, it was extremely difficult for government officials to carry out their functions effectively. Moreover, the reduction in air services and the inadequate means of transport and other facilities in the states created complex problems and imposed serious constraints on any development efforts.

47. The termination of the second-level capital improvement programme was of deep concern to the Federated States of Micronesia. The leaders pointed out that the programme had originally been established to help in the development of the outer islands and that its termination would seriously retard efforts to improve the economic conditions of the Territory. Another problem faced by the Federated States, according to a speaker, was a lack of planning and statistical offices in the states competent to compile and consolidate specific social and economic data. The speaker underscored the need to establish such offices on a priority basis so that the federal and state governments could carry out their functions effectively. Reference was also made to the five-year indicative development plan drawn up in 1976 with the assistance of experts from the United Nations Development Programme (UNDP). Speakers said that the plan had not been implemented and that it was now obsolete and needed critical review and updating.

48. Speakers maintained that the efforts being made by the Federated States in the development field would not produce positive results without first establishing an infrastructure adequate to sustain the economic growth of the islands. In their view, the economic situation in the Territory had become critical because the Administering Authority had decided to reduce the level of financial aid to the Trust Territory. They said that it was the responsibility of the Administering Authority to promote the economic and social advancement of the Territory. The speakers felt that the Administering Authority should therefore fulfil its obligations in establishing a viable economy in the Federated States before the termination of the Trusteeship Agreement.

49. At the same meeting, a position paper prepared by the Government of the Federated States of Micronesia was submitted to the Mission.

50. On 8 March, the Mission met the Governor of Ponape and senior staff and members of the State Legislature. The Governor, speaking on behalf of the executive and legislative branches of Government, said that the Administering Authority had fulfilled, by legislation and in other ways, its obligations concerning war damage claims but the obligations of the Government of Japan were yet to be fulfilled.

51. The speaker observed that it had been regrettable that the Federated States of Micronesia and the State of Ponape should experience the impact of the non-recognition by the Administering Authority of their existing law regarding the 200-mile economic limit, which had to do with inclusion or non-inclusion of tuna fish in the legislation.

52. As regards the proposed date for the termination of the Trusteeship Agreement, the Governor pointed out that it was the firm belief of the people of Ponape that the date for termination should be based on fulfilment of the objectives of the Trusteeship Agreement. The actual termination of the Agreement should not be determined on the basis of a date or period arbitrarily established for that purpose. The Governor observed that assistance to the Territory seemed to have been drastically reduced as the Territory made ready for the termination of the Trusteeship Agreement. He thought that assistance should increase rather than decrease as the islands prepared to stand alone. The Governor noted that Australia had immensely increased its aid to Papua New Guinea as the latter had prepared for independence.

53. Finally, the Governor stated that during the preceding months, the Governments of the Federated States of Micronesia and of Ponape had had to deal with two executive heads of Government, namely, the High Commissioner of the Trust Territory of the Pacific Islands and the President of the Federated States, which had necessarily created moments of anguish, frustration and confusion. He said that it might be proper during the transition period to reduce the role of the High Commissioner proportionately as the President of the Federated States took over the reins of government in the islands.

54. Other speakers joined the Governor in stating that the question of the Territory's economy should be the subject to serious re-evaluation, since the target date for the termination of the Trusteeship Agreement was approaching. They requested the United Nations to provide aid to their islands.

55. On 8 March, the Mission divided into two groups - one visiting Sokehs and the other visiting Uh and Net. The groups held public meetings with members of the respective municipal councils and the public in Sokehs, Uh and Net.

56. At a public meeting in Sokehs, on 8 March, the traditional chief said that he was concerned about the target date set for the termination of the Trusteeship Agreement. Other speakers echoed the fears of the chief that the Federated States of Micronesia were not yet sufficiently developed for full self-government.

57. Speakers expressed concern that, if the Trusteeship Agreement was terminated in the near future Sokehs would receive no further assistance and the educational and other public services in the area would be closed down.

58. The Mission was informed that Sokehs had three dispensaries, two of which were not in operation because of lack of funds. Financial aid had been requested to reopen the dispensaries.

59. The traditional chief expressed concern about the level of financial assistance provided for in the proposed compact of free association, which he feared would be inadequate for the development of the Trust Territory.

60. The traditional chief also expressed concern over the fragmentation of the Trust Territory.

61. At Uh Municipality, the High Chief expressed the hope that further concrete assistance would be extended not only to his municipality but to the Territory as a whole. There were numerous development projects that required completion, such as power plants and road construction projects to link the municipalities of Ponape. Other speakers asked the Mission whether the Administering Authority could unilaterally terminate the Trusteeship Agreement. In view of limited funds made available by the Administering Authority for development projects, they wondered whether the United Nations could step in and provide assistance after the termination of the Trusteeship Agreement.

62. Another speaker expressed concern about rising fuel costs at a time when federal and other grants from the Administering Authority were gradually being reduced. He pointed out that the Trusteeship Agreement should not be terminated until the obligations of the United States in the economic and social fields had been fulfilled satisfactorily.

63. In regard to war damage claims, a speaker said that the appeal by the people for an equitable solution of the problem remained unanswered. There were, he stated, claimants who had not received their just compensation. He believed that the United Nations could intervene in the matter and ask the Governments of Japan and the United States to pay in full their shares of war damage claims.

64. During the meeting at Net Municipality, the Magistrate recalled that he had raised the question of war damage claims with the United Nations Visiting Mission in 1976 2/. The delay in finding a solution to the problem deeply disturbed his people. He hoped that the United Nations would help them in bringing about a just solution to that long-standing issue in the interest of the innocent claimants.

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2/ For the report of the Mission, see Official Records of the Trusteeship Council, Forty-third Session, Supplement No. 3 (T/1774).

65. The traditional chief, joined by other speakers, said that there had been little or no progress in the economic and social fields since the last United Nations Visiting Mission in 1976. Under the terms of the Trusteeship Agreement, the Administering Authority was expected to build the infrastructure of the Territory uniformly. However, contrary to the provisions of that agreement, the development programme in the various islands was uneven. The people of Net Municipality, according to the traditional chief, would agree to the termination of the Trusteeship Agreement provided that the Administering Authority undertook to fulfil its obligations by implementing the development projects prior to termination. The chief proposed, alternatively, that a provision be included in the proposed compact of free association that would bind the Administering Authority to complete work on all development projects currently awaiting implementation.

66. With respect to the termination of the Trusteeship Agreement, the chief wished to know what the consequences would be if a party to that Agreement wanted to terminate it unilaterally. He asked whether there was a precedent in the United Nations for the termination of a Trusteeship Agreement against the wishes of a party to that Agreement.

67. Finally, the traditional chief said that his statement should not be construed as a suggestion that the Administering Authority had not contributed to the development of the municipalities. There had indeed been some accomplishments, but he believed that all the development projects which remained unimplemented for lack of funds should be completed before the end of the Trusteeship period. The Chief underlined the importance and the urgency of ensuring that the obligations in respect of the development projects under discussion would be fulfilled.

68. At a meeting in Kitti on 10 March with municipal officials and the public, a state senator from the municipality said that more people would have attended the meeting had there been roads. He believed that progress in the Territory was very slow. The 1981 target date for the termination of the Trusteeship Agreement was too soon for the Territory to reach the level of economic development required. Another speaker thought that the Administering Authority should improve infrastructure, communications and health services in the Territory before the termination of the Trusteeship Agreement. Echoing that view, another speaker pointed out that, of the 30 villages in Kitti municipality, only 2 had roads. Another speaker asked whether the Federated States would be eligible for membership in the United Nations and if the new constitutional entities would be able to receive assistance from the Organization once they had chosen their future status. He also asked the Mission whether the Territory could receive aid from other countries.

69. A number of speakers pointed out that most, if not all, of the funds received by Ponape from the Administering Authority were used for projects at the state capital and for the salaries of government employees. None of the funds reached the municipalities for the financing of development projects.

70. A speaker pointed out that Kitti had five new dispensaries but only one health aide. Although school buildings were available, there were not enough teachers and no money to hire new ones.

71. Referring to the political developments in the Trust Territory during the past few years, a speaker wondered whether it was wise to divide the Territory into four entities instead of maintaining a unified Territory.

### 3. Kosrae

72. The State of Kosrae, which lies in the Eastern Caroline Islands, comprises a single volcanic island of the same name. The island has a surface area of 110 square kilometres and ranks fourth in land area in the Trust Territory. The total population, according to 1980 estimates, was about 4,940. The State headquarters is located in Lelu municipality. Only Kosraean, a language somewhat similar to Marshallese, is spoken in the State.

73. On 10 March, the Chairwoman of the Visiting Mission accompanied by two members of the United Nations Secretariat travelled by air to Kosrae where, on the same day, a meeting was held with state and local leaders and the general public. Among the main topics discussed at the meeting were war damage claims, the proposal to dispose of nuclear waste in the Pacific region, UNDP projects, the impact of the termination of the Trusteeship Agreement on capital improvement programmes and the Kosraean archeological research and historic preservation. A position paper was submitted to the Mission at the meeting on behalf of the state and local leaders of Kosrae.

74. Referring to war damage claims, the leaders of Kosrae pointed out that they had neither consulted nor acquiesced in the current disposition of war damage claims. It had been extremely difficult for Kosraeans to participate in the war claims procedure because of inadequate information, transport and communications. The Governor said that Kosrae had not received a fair share of the money paid to the Trust Territory in respect of war damage claims. Only 16 per cent of the war damage claims assessed in favour of Kosraeans under Title I, had been settled, leaving a balance of 84 per cent still to be paid. Moreover, Kosrae's total share<sup>3/</sup> of the payment for war damages under Title II had amounted to only \$US5. The Governor further stated that the total sum of money allocated for war damage claims had been insufficient to cover all the claims that had been made. The funds provided to Kosrae in that regard had not been comparable with those paid in other parts of Micronesia.

75. Kosrae rejected the notion that the war claims issue was closed. The people had not been given adequate notice of their rights or properly informed of the procedures for making claims. In their position paper, the Governor and leaders of Kosrae appealed to the United Nations to pay special attention to that matter and to assist the people in settling the issue of war damage claims.

76. The leaders of Kosrae also pointed out in their position paper that the proposed compact for free association contemplated a programme of financial assistance to Micronesia from the Administering Authority which

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<sup>3/</sup> The local currency is the United States dollar (\$US).

would diminish as economic development plans were implemented. Consequently, Kosrae would need technical assistance in planning, production and management so that the proposed development schemes could be implemented.

77. Some speakers emphasized that although specialists from the United Nations and the Trust Territory had thoroughly studied the marine resources and citrus production potential of Kosrae, the people needed training and supervision to be able to exploit those potential resources. They requested that upon termination of the Trusteeship Agreement, if not before, Kosrae and the rest of the Federated States be made eligible for United Nations programmes.

78. In regard to the termination of the Trusteeship Agreement, the elected leaders pointed out that it was imperative that the first phase of the capital improvement programme be completed as originally scheduled so that Kosrae could bear the burdens of statehood and contribute to the development of the Federated States of Micronesia. Further, the second-level capital improvement programme which had been cancelled by the Administering Authority (see para. 47 above) must be restored, even if in a modified form. The elected leaders were therefore requesting that the Trusteeship Agreement not be terminated until the Administering Authority had either completed those projects or had undertaken formally and in a binding manner to complete fully the work pending on those projects within a specific schedule. Other speakers supported the view that the Trust Territory was not yet ready for the termination of the Trusteeship Agreement. They acknowledged the contributions thus far made by the Administering Authority towards the development of the Territory, but considered that it was still responsible for the development of the Territory until the latter became economically viable.

79. Referring to the reported proposals for the disposal or storage of nuclear waste products in the Pacific region, the leaders of Kosrae said that the report had disturbed their people. They appealed to the United Nations to promote an international control system under which nations producing nuclear waste would be required to dispose of it within their own territories and only under conditions which minimized the risk of harm to peoples outside the territorial jurisdiction of the producing nation.

80. The leaders indicated that Kosrae had a rich cultural heritage. Speakers pointed out that, in addition to significant ruins and artifacts currently in Kosrae, important objects and records had been preserved abroad. The speakers said that Kosrae wished to establish a museum. They felt that the existing ruins of an ancient civilization, which were currently being neglected, must be restored. The people of Kosrae would be deeply grateful if the United Nations could assist them in the matter.

81. Also on 10 March, the Mission visited the Kosrae hospital, a 35-bed building opened in 1978, and a high school complex which had been completed in 1979. The facilities of the school were in full use. They also visited the municipalities of Malem and Utwa, where they met state and municipal leaders, teachers, students and the general public.

82. Before returning to Ponape on 11 March, the Mission met at Tafunsak municipality with representatives of a construction company which had been engaged to build an international airport. The Mission was informed that the airport was scheduled for completion in 1982.

#### 4. Truk

83. Truk State lies roughly in the centre of the long, east-west chain of the Caroline Islands. It consists of 15 island groups with a total land area of 127 square kilometres scattered over an ocean area some 480 kilometres by 960 kilometres. Truk proper is a complex atoll composed of 14 mountainous islands of volcanic origin, with a combined area of 72 square kilometres, surrounded by a coral ring which forms a lagoon of over 2,000 square kilometres. The outer islands of the State are all low islands or atolls. According to 1980 estimates, the population is 38,650, of whom more than 25,000 live on Truk Atoll. Moen, Tol, Dublon, Fefan and Uman are the most populated islands of Truk Atoll. The state capital is on Moen Island.

84. On 11 March, the Visiting Mission arrived at Moen Island and began its programme the same afternoon with a meeting with the Governor of the State and his senior staff.

85. On 12 March, the Mission met with members of the Moen Municipal Council and the State Legislature. During the discussion, several speakers expressed concern about the inadequate supply of water and electricity, poor roads, the problem of transport, inadequate education and, in general, the lack of funds for development. A speaker inquired whether the Trusteeship Council could help in promoting the political, economic, social and educational advancement of the inhabitants of the Territory towards self-government and self-sufficiency. He said that the Territory lacked the economic base to survive.

86. Speakers were worried that if the Trusteeship Agreement was terminated soon, the people would be left alone. A speaker pointed out that although work on certain projects could be started, the State had no funds to complete them. Speakers complained that the people were not adequately informed about the United Nations aid programmes which were available to the Territory. They asked the Visiting Mission to take up the matter with the authorities concerned.

87. Another speaker said that the funds provided for the administration of the islands were inadequate and that most of the funds were in any case set aside for wages and salaries of government employees. He suggested that the Government should lay off some of its employees and channel the savings into education, health care and other required public services.

88. A speaker appealed to the Visiting Mission to help speed up the settlement of war damage claims. He said he was under pressure from his constituency on that issue and he appealed to the United Nations to promote an early settlement.

89. At a meeting on Dublon on the same day with community leaders and the public, several speakers drew attention to the inadequate educational and health facilities on the island, mentioning the supply problem, the lack of roads, the problems of transport and communications, the inadequate water systems and the lack of electricity as well.

90. One speaker noted that although funds had been appropriated and work had begun on a road project, it had later been abandoned. In view of the importance to the island's development of the proposed fishing complex, the people considered that work on the project should be launched as soon as possible.

91. Several speakers thought that the payment of war damage claims was long overdue. Other speakers said that the time allowed to file war damage claims had been too short, so that many people had been unable to submit claims on time. They requested that a new commission be set up to settle the question of war damage claims. Speakers also said that the Government of Japan should agree to pay compensation for the use of the land and for damage to property during the period preceding the Second World War.

92. At a meeting held on Tol the same day with community leaders and the public, the main topics of discussion were the question of termination of the Trusteeship Agreement, the unity of the Trust Territory and economic and social development. The Magistrate expressed deep appreciation both to the United Nations and the Administering Authority for the work thus far accomplished on Tol. The people of Tol were desirous of continued relations with the United States.

93. The Magistrate spoke in favour of the unity of the Trust Territory. The precedent set in that regard when three districts had separated from the rest of the Trust Territory should not be repeated. The next speaker, agreeing with the statement made by the Magistrate, believed that the people had an understanding of the general economic situation in the Federated States of Micronesia since it had been the subject of several United Nations recommendations. In his view, the current level of development in the Territory would not lead it towards economic self-sufficiency. Little had been accomplished, for instance, to develop the agricultural sector, to promote copra production or to encourage commercial fisheries. He therefore requested that the proposal to terminate the trusteeship Agreement be postponed.

94. Other speakers wondered whether the Administering Authority could unilaterally terminate the Trusteeship Agreement without first promoting the economic and social advancement of the inhabitants. They felt that the Agreement should not be terminated until the Administering Authority fulfilled its obligations in implementing the various development projects.

95. In Tol, the Mission visited a vocational training centre, the junior high school and the municipal dispensary. It also inspected a road construction project which was being executed by a civic action team of the United States Air Force.

96. During a meeting on 13 March with members of the Economic, Social and Political Development Commission of Faichuk (a group of islands in Truk Lagoon), the chairman of the Commission submitted to the Mission a copy of a letter dated 28 September 1979 addressed to the Personal Representative of the President of the United States for Micronesian Status Negotiations. In that letter, the Commission had stated that the desire of the people of Faichuk to separate politically and administratively from Truk was not a new concept and that it had repeatedly been expressed to the local authorities since the early 1960s. The letter stated that District Law No. 27-35 calling for a referendum on the question had been adopted on the proposal of a senator from Tol. In that referendum, which had been held in Faichuk on 8 November 1977, the people had overwhelmingly voted for separation and for a new political status.

97. In the same letter, the Commission also petitioned the Government of the United States to institute immediate proceedings towards the recognition of the Faichuk area as a separate political entity; to place the political entity of Faichuk directly under the control and administration of the High Commissioner of the Trust Territory of the Pacific Islands; and to establish a future time-table within which the people of Faichuk might eventually determine their own future.

98. At the same meeting, the Chairman of the Commission said that the Trusteeship Agreement should not be terminated and that the Trusteeship Council must continue its functions in respect of Micronesia. Such a request for the continuation of the Trusteeship Agreement should not, however, be interpreted to mean that the Administering Authority had not performed well in the Territory. In the Chairman's view, the United States had done much to assist Micronesia but the assistance had not reached or benefited the people of the Faichuk islands. His people therefore requested the United States to continue its administration until the islands were sufficiently developed.

99. The same view was reiterated by other speakers who insisted that their people were not yet ready to terminate the Trusteeship Agreement and govern themselves. The next speaker referred to the draft compact of free association which, he pointed out, would provide \$US 60 million annually for the Federated States of Micronesia. He maintained that the proposed sum was inadequate to cover even the minimum needs of the Federated States. If the Government was incapable of developing the islands using the funds currently made available to it, the people could not expect to see progress with the reduced annual appropriations envisaged in the draft compact of free association.

100. Referring to the five-year indicative development plan drawn up in 1976, a speaker said that the plan had not been put into effect because the Government had failed to take the necessary steps for its implementation. He therefore concluded that the islands were not yet developed and that they remained without a plan and without adequate leadership.

101. Finally, the members of the Commission said that the people of the Faichuk islands favoured a continuation of the Trusteeship Agreement and asked the Visiting Mission to convey that sentiment to the Government of the United States.

102. During a meeting with members of the Truk Legislature on the same day, speakers expressed deep concern about the five-year indicative development plan, which had not yet been implemented for Truk. In view of the approaching date for the termination of the Trusteeship Agreement, they felt that the Administering Authority should be requested to make every effort to expedite the implementation of all elements of that plan. The legislators complained about the condition of roads, the poor health services and the limited educational opportunities offered to the people.

103. Other speakers pointed out that the problem of fishing rights in Truk remained unresolved. One legislator, referring to private land leased to the Trust Territory Government, felt that the landowners concerned should be adequately compensated. The next speaker pointed out that the people of Moen had requested compensation for the coral used in the construction of the airport.

104. Concerning war damage claims, legislators recalled that the Congress of the United States had enacted a law which authorized full payment of the claims put in under Title I, provided that the Government of Japan did likewise. They wondered why the Government of the United States had stipulated such a condition when it knew that Japan considered that it had no further obligation. The next speaker thought that the compensation of \$US 4,000 for death was too little and that the matter should be reconsidered.

105. With regard to the choice of their future status, legislators asked the Mission to recommend measures which would discourage interference in their internal affairs. They claimed that there was an outside pressure which could mislead the people of Truk and adversely influence their decision.

106. On 13 March, the Mission travelled to the Lower Mortlocks by field ship and on the following day it met state and municipal leaders and the general public in Satawan and Kuttu. At the meeting on Satawan, representatives of several neighbouring islands attended and participated in the meeting.

107. Speakers informed the Mission of their problems regarding transport and communication. They needed protection from natural disasters such as typhoons and asked financial and technical assistance to build sea walls. The leaders said that they faced problems of rapid population growth combined with inadequate food supply. They also complained about inadequate medical and educational services. The rising cost of fuel greatly worried them. A speaker said that the second-level capital improvement programme-projects, which were intended to benefit the outer islands, were distributed arbitrarily by the central authorities.

108. The community leaders and the people also expressed concern about the delay in settling war damage claims. A speaker said that the authorities had failed to inform the people properly of their rights concerning war damage claims and that the time allowed to file claims had been inadequate. He and others requested the United Nations to help them. Speakers expressed the view that the target date for the termination of the Trusteeship Agreement was too early.

109. At a meeting with community leaders and the general public at Kuttu held on the same day, the Magistrate referred to the destruction wrought on the island by typhoon "Pamela" in 1976, the lack of funds to finance community services and inadequate public services. The speaker pointed out that Kuttu needed a new sea wall to protect its taro patches. He therefore asked the Visiting Mission to urge the Administering Authority to provide the necessary funds. Aid was also required to drain the swamps left by the typhoon.

110. The Magistrate said that the federal programmes which were available to Truk should also be extended to Kuttu. He asked that the United Nations support his request for the extension of the Needy Family Program to Kuttu for 10 more years.

## 5. Yap

111. The State of Yap, in the Western Caroline Islands, consists of the Yap group of islands, where the state capital, Colonia, is located, and 15 other islands and atolls scattered to the east for a distance of approximately 1,120 kilometres in a band of 257 kilometres wide. The Yap group includes four major high islands separated by narrow passages and surrounded by barrier reefs. With one exception, the outer islands are low, most of them lagoon-type atolls. The area of Yap proper is almost 100 square kilometres and the combined land area of the outer islands is 18 square kilometres. The population, according to 1980 estimates, is 9,320, of whom approximately 4,000 live on the outer islands. Two languages are spoken in the district: Yapese, with dialect variations, and Ulithi-Woleai.

112. On 17 March, the Visiting Mission arrived at Colonia. The following day, it held a meeting with the Governor, the Lieutenant Governor and the heads of various departments. The meeting was also attended by the chairman of the councils of Pilung and Tamol. The Governor stated that the people of Yap fully supported the position paper submitted to the Visiting Mission in Ponape by the Government of the Federated States of Micronesia (see para. 49 above). A speaker asked the Mission if the United Nations had views on the proposed date for the termination of the Trusteeship Agreement and wondered whether the Organization would extend technical assistance to the Territory if the proposed date were deferred. Speakers noted that although the United Nations had various workshops and training programmes, only a few candidates were able to participate. At the critical stage the Territory's affairs had reached, such programmes could be extremely valuable.

113. The Governor stated that Yap co-operated with the other entities of the Trust Territory in economic, social and educational matters. He mentioned, as an example, the extension programme which the College of Micronesia conducted in Yap.

114. The Governor reported that a bill which called for the establishment of a constitutional convention to draft a constitution for Yap had been introduced in the Yap Legislature.

115. Speakers expressed concern about the lack of funds for the maintenance of public buildings and services, especially schools and dispensaries, which was a particularly serious problem in the outer islands. Speakers also drew the attention of the Mission to the shortage of nurses, the high cost of patient referral, juvenile delinquency and the problems of rapid population growth.

116. They were concerned that the rising cost of fuel might endanger the necessary communications with the outer islands. Those links were vital for the supply of food and medicine. They indicated that more ships were needed. At present, lives were being lost due to inadequate communications. A speaker said that Yap had local resources, but lacked the knowledge to use those resources productively. He emphasized the need for technical and financial assistance.

117. At a meeting the same day with the Legislature and the Council of Pilung, a speaker wondered whether the United Nations would extend financial assistance.

118. A traditional chief pointed out that there was only one Yapese college graduate and no medical doctors in Yap. He also stressed the need for vocational training and higher educational programmes. In that regard he said that more scholarships were needed. Concern was expressed over the problem of war damage claims, and speakers voiced the hope that the claimants be compensated in the near future. It was also stated that the islanders were alarmed about Japan's intention to dump nuclear waste in the Pacific Ocean.

119. At a meeting on the evening of the same day with members of the Peace Corps, youth problems, including alcoholism, were discussed. Emphasis was placed on adapting existing teaching programmes to the needs of the Micronesians.

120. On 19 March, the Mission travelled by air to Falalop Island in Ulithi Atoll, where it held meetings with traditional chiefs, magistrates and the students of the Outer Islands High School.

121. At a meeting with traditional chiefs and magistrates, speakers said that Falalop Island had become overcrowded because of an influx of students and their families. That situation was creating a food shortage on the island, and the Administering Authority was not supplying enough food for the students. A traditional chief said that, among other hardships, the people were experiencing problems related to the maintenance of public facilities, water supplies, electricity, transport and communications, food and medical supplies. Another chief stated that requests for funds and assistance remained unanswered by the central authority. In the view of the chiefs, development activities should be more decentralized. They requested a separate budget for Ulithi Atoll so that its inhabitants could control their own development programmes, adding that that request should not be interpreted as a desire to separate from Yap. They also indicated that the situation in the other islands of the atoll was even more critical than that prevailing on Falalop.

122. At a meeting with students of the Outer Islands High School, the discussion was mainly concerned with social conditions and public facilities on the island. The students complained that of four generators, only one was operating; the dormitories were in poor condition; the water supply was unfit for human consumption; and the new dispensary was short of medical supplies. They pointed out that the shortage of food on the island was critical, and had it not been for the kindness of the people of the other islands, they would have starved. They said that if the required funds were made available they could take care of most of their problems, including maintenance problems.

123. The Mission also visited the school, the dispensary and other public facilities.

124. On the afternoon of 19 March, the Mission divided into two groups, one of which visited the Yap High School and the municipalities of Kanify and Gilman while the other went to the municipalities of Gagil and Tomil. At Tomil, the second group was shown an elementary school and a sawmill.

6. Palau

125. Palau is the westernmost district of the Caroline Islands. It consists of a main group of islands known as the Palau group and four small coral islands scattered between the Palau group and the north-eastern islands of Indonesia. The Palau group comprises more than 200 islands, some volcanic and others of coral limestone composition extending over an area about 200 kilometres in length by 40 kilometres in width. Only eight of the islands are permanently inhabited. The total land area of the district (492 square kilometres) consists mainly of the island of Babelthuap (404 square kilometres), the largest in the Territory. The capital is located on the island of Koror. In 1980, the resident population of Palau was estimated at 14,800, of which some 8,000 lived on Koror and 4,000 on Babelthuap.

126. On 20 March 1980, the Visiting Mission began its programme with a meeting at Koror with the Acting Administrator of Palau, departmental heads and senior staff.

127. On 20 March, the Mission also met with members of the Palau Legislature. A speaker said that the people of Palau were at the threshold of having a constitutional government and wanted to know how the people of the Marshall Islands and the Federated States of Micronesia felt about their new constitutional governments. A speaker said that the Administering Authority should not interfere in the district's internal affairs as had been done in April 1979. In his view, the United Nations should be the guardian of the people of the Territory. In the event that a constitutional referendum were held in the summer of 1980, a speaker asked whether the United Nations would agree to send a visiting mission to observe it.

128. Speakers said that the proposed date of 1981 for termination of the Trusteeship Agreement was unrealistic, since many projects were unfinished and Palau was not ready for termination. They also asked how the United Nations would react if one of the entities rejected the compact of free association. The Mission was asked about the United Nations procedure for terminating the Trusteeship Agreement. They wondered which United Nations agency would provide assistance to the Trust Territory when the Trusteeship Agreement was terminated.

129. A speaker said that the budget of Palau should be controlled strictly to avoid abuse of public funds and requested that the books be audited for the years 1972-1979.

130. On 22 March, the Mission went to Babelthuap Island. It divided into two groups, one of which visited the municipalities of Ngchesar, Ngaraad, Ngiwal and Melekeok on the east coast, while the other visited the municipalities of Ngatpang, Ngaremlengui, Ngardmau, Ngarchelong and Aimeliik on the west coast. The groups held public meetings in most of the municipalities.

131. Speakers in all of the municipalities raised the issue of war damage claims and requested the good offices of the United Nations. Other areas of concern included water catchment, road construction (especially stressing the need for access to fertile land) and the high cost of fuel. Speakers also raised the question of land surveys and the general problem of providing the municipalities with an infrastructure capable of promoting economic growth. There were general complaints about lack of maintenance and the abandonment of projects for lack of funds or equipment. Requests for civic action teams had remained unanswered in Aimeliik, Ngaremlengui and Ngaraad.

132. In a number of municipalities on eastern Babelthuap, at Ngaraad and Ngiwal in particular, speakers complained about the concentration of development activities at the district centre. At Ngaraad, a legislator said that it was the responsibility of the Administering Authority to develop Palau district as a whole and not just the district centre. He said that, at a time when Palau was about to attain the status of self-government, Ngaraad lacked trained manpower and the administrative and fiscal expertise which it would need to assume its role as a component part of the Government of Palau. Speakers from the municipalities on the eastern coast of Babelthuap insisted that the Administering Authority must develop all sections of the district uniformly and not Koror alone. Further, a legislator from Ngaraad made a statement on the constitutional problem indicating that the people of the municipality supported the 9 July 1979 constitution. He appealed to the United Nations to ensure that the Administering Authority would refrain from interfering in the internal affairs of Palau.

133. At Melekeok, a legislator and other speakers expressed grave concern about explosives which, they said, still remained in the waters. Ordnance workers who had visited the municipality had concentrated their efforts on dry land while the people's concern was the water which contained marine life. The speakers asked the Mission to raise with the authorities concerned the question of removal of the explosives from the municipal waters.

134. At Ngchesar Municipality, the Visiting Mission inspected a war canoe which, according to the leaders, had been built in Palau over 80 years ago.

135. On western Babelthuap, the Mission met with the people of Ngardmau. Speakers asked whether the United Nations was informed about the bills they were sending to their legislature. They said that the United Nations should be their guardian and take special care of their requests for economic development. They expressed the wish to have a constitutional government before the termination of the Trusteeship Agreement. They also complained about the lack of permanent nurses for their dispensary. They were still awaiting delivery of the new power generator which had been held up in the district centre.

136. At Ollei hamlet, in Ngarchelong Municipality, where the Chairwoman inaugurated a bridge built by the people, speakers drew the attention of the Mission to the needs of the village, such as the necessity of finishing the road leading to the bridge and of obtaining a freezer to store the fish which was the main resource of the village. The Mission also visited Mengellang hamlet.

137. In Aimeliik, the Mission held a meeting with the leaders of the municipality and the public. Speakers wondered whether the economic programmes which had been started would continue once the Trusteeship Agreement was terminated. They requested the help of the United Nations in persuading the Administering Authority to give them more economic assistance, especially for road construction.

138. The Mission stopped at Ibobang hamlet in Ngatpang, where it visited Belau Modekngei school and a private high school offering vocational training in boat building, construction and handicrafts.

139. The Mission also visited Ngaremlengui, where it inspected the roads, which were in poor condition. A request for a permanent nurse to run the dispensary was made.

140. On 22 March, in Koror, the Mission met with two official representatives of the island of Angaur, since they had had to cancel their visit to the island. The representatives drew attention to several written petitions that had been sent to the Trusteeship Council requesting compensation for phosphate mined in Angaur during the German and Japanese administrations. They said that so far their requests had been unheeded and reiterated their belief that the German and Japanese Governments should compensate them.

141. Further, the speakers said that the number of monkeys and crocodiles on the island had increased considerably, which posed serious problems to the islanders. They were also concerned about foreign vessels that fished illegally within their territorial waters. Although they had brought the matter to the attention of the Administering Authority, the latter had taken no steps to stop the illicit activities.

142. On 22 March, the Mission met with the members of a women's organization representing several municipalities in Palau, who expressed interest in promoting traditional handicrafts. Their main objective was to start a non-profit-making project that would be operated by women volunteers. They wondered if the United Nations could provide them with technical and financial assistance to start the project.

143. They said that only a few women in Palau participated in the civil service and the legislature. In the past, women had been oriented towards fulfilling traditional obligations, but now they wanted to participate fully in the activities of their islands and to contribute to their development.

144. On 23 March, the Mission travelled to Peleliu, where it met with the magistrate, members of the Municipal Council and the public. Among the main topics discussed were the economic and social situations, war damage claims and the future political status of Palau. Speakers said that there was an urgent need to establish good infrastructure in Peleliu. They also said that they had no equipment with which to maintain the roads. The district administration had provided equipment in the past but had withdrawn it before the required work could be completed. At the request of the municipality, the administration had offered to provide a grader, but the municipality had declined the offer because of the high rental fee. Speakers indicated that the people of Peleliu were eager to work on the road projects but lacked the required equipment and tools. They appealed to the Visiting Mission to help them in finding a solution to the problem.

145. Speakers pointed out that the new ferry made available to Peleliu was unsuitable for use at low tide. They asked the Mission to assist them in securing funds to dredge a 6-kilometre channel.

146. According to one speaker, money had been appropriated for a project to improve the production of coconuts, but it had subsequently emerged that transport costs would absorb a good portion of the budget.

147. Other speakers said that the municipal dispensary needed a permanent nurse. It was also in need of repair and lacked medical supplies and running water. The Pelelivans found it costly to send patients to Koror and had come to depend on voluntary help.

148. The elementary school also needed repair work and was short of supplies. Speakers requested the Mission to raise the question with the administration.

149. Speakers expressed concern about the delay in settling war damage claims, some which had been pending for three decades. They asked the Mission to urge the Administering Authority and the Government of Japan to resolve that long-standing issue as a matter of priority.

150. Other speakers said that Palau should first agree on a constitution and then proceed to negotiations concerning their future status. Another speaker said the proposed date for the termination of the Trusteeship Agreement was too early.

151. One speaker believed that Peleliu should separate from Palau both politically and economically.

7. Northern Mariana Islands

152. The Northern Mariana Islands are tropical islands which extend in a chain about 480 kilometres long from Farallon de Pajaros in the North to Guam in the South. They are the southernmost volcanic peaks of a gigantic mountain range rising almost 10 kilometres from the ocean bed at the deepest known part of the Pacific.

153. The Northern Mariana Islands are made up of 16 islands, including a group of three tiny islands known collectively as Maug. The total land surface of the islands is approximately 479 square kilometres, two thirds of which form the three principal islands: Saipan, 122 square kilometres; Tinian, 101 square kilometres; and Rota, 83 square kilometres. Only these three and the islands of Alamagan, Agrihan and Pagan to their north are inhabited. According to 1980 estimates, the population total 15,970.

154. There are two main communities in the Northern Mariana Islands: the Chamorros, descendants of the indigenous Marianas people, comprising approximately three quarters of the population; and the Carolinians, descendants of people originally from the Eastern Caroline Islands who migrated during the nineteenth century, comprising the remainder. Chamorro is the language spoken throughout the Northern Mariana Islands.

155. On 26 March, the Mission met with the Governor of the Northern Mariana Islands and departmental heads and senior staff. The Governor pointed out that his administration had placed emphasis on developing the private sector, which had contributed to the development of a sound infrastructure in the Northern Mariana Islands. He gave the Mission a thorough picture of what had been achieved thus far and discussed some of the area's economic problems.

156. The Governor further stated that he regretted the decision recently taken by the United States to withdraw the citizenship privileges which had earlier been granted to the people of Mariana Islands since that step had been taken without prior consultation. The decision to reverse the ruling was of extreme importance for future relations.

157. The Governor expressed the opposition of the people of the Northern Mariana Islands to the dumping of nuclear waste in the northern Pacific Ocean. He claimed that dumping in the area might contaminate marine resources which were of particular importance to the region's economy.

158. The Governor believed that there was much to be gained by forging closer links with other island Governments in the Pacific. He stated that efforts should be made to co-ordinate the economy of the region as a whole with particular emphasis on relations among the various entities within the Trust Territory.

159. The Governor, who was currently Chairman of the Pacific Islands Development Commission, said that he was appalled by the number of regional organizations in the Pacific and by their overlapping programmes. They were too costly and some should therefore be eliminated.

160. At a meeting held on the same day with members of the Northern Mariana Islands Legislature speakers referred in particular to the question of the termination of the Trusteeship Agreement, economic aid, war damage claims, the proposed plan by Japan to dump nuclear waste in the Pacific and the issue of citizenship. A number of legislators asked whether the Agreement could be terminated for the Northern Mariana Islands as scheduled, even if the other Micronesian entities were not ready. Speakers resented the fact that the inhabitants of the Trust Territory had not been consulted at the time the Agreement had been drawn up and they expressed the wish to participate in any discussion between the United Nations and the Administering Authority concerning the termination of the Agreement.

161. With regard to economic assistance, the legislators asked what technical and financial aid they could receive from the United Nations or other regional organizations such as the Asia Development Bank (ADB) and the Economic and Social Commission for Asia and the Pacific (ESCAP) after the termination of the Trusteeship Agreement. They wondered why representatives of the Northern Mariana Islands had not been allowed to participate in the Third United Nations Conference on the Law of the Sea held at New York in March 1980.

162. In discussing the Japanese proposal to dump nuclear waste in the Pacific Ocean, reference was made to the petition which the Legislature had addressed to the President of the Trusteeship Council (T/PET.10/151).

163. The legislators told the Visiting Mission about the intention of the Northern Mariana Islands to declare its own 200-mile exclusive economic resource zone. In this connexion, they urged the United Nations to assist them in their aspiration to achieve a respectable and decent level of economic self-sufficiency through the development of marine resources.

164. In expressing their concern about war damage claims, the legislators asked the Visiting Mission to assist them in urging Japan to settle the matter, which had been pending for 30 years.

165. A senator asked whether the people of the islands could trust the United States in the future, in view of its recent action regarding the citizenship issue.

166. On 27 March, the Mission visited the island of Rota and met with members of the Municipal Council and the public. At the meeting, the Mayor expressed the people's concern about the unpaid balance of war damage claims, adding that many of the claimants had now died. He also stated that during the Second World War, Japan had extracted about 250,000 metric tons of phosphate from the island and that the Government of Japan must compensate the people of Rota.

167. The Mayor expressed the deep concern of the people about the storage of nuclear waste in the Marianas Trench. He also stated that the people of Rota favoured immediate termination of the Trusteeship Agreement and voiced the hope that the United Nations would extend technical assistance to the Territory after termination.

168. A speaker asked whether there was a time-table for the various steps leading to the termination of the Trusteeship Agreement. He wondered if the United Nations or the United States could terminate the Trusteeship Agreement unilaterally. Another speaker asked whether the Trusteeship Agreement could be terminated separately for the Northern Mariana Islands, which had already chosen its future political status. Speakers expressed the view that their islands had sovereignty over a 200-mile zone for fishing rights and ocean resources.

169. The Mission visited the harbour, the new low-income housing complex, the hospital and the public school on Rota.

170. On the same day, the Mission visited the island of Tinian and met with the Mayor, a congressman and other officials. The Mayor expressed in emotional terms the intense concern of the people about the delay in the payment of war damage claims. He hoped that the United Nations would do everything in its power to expedite payment of claims. He requested that the Trusteeship Agreement not be terminated until the war damage claims were settled. The congressman expressed concern about the dumping of nuclear waste in the Pacific Ocean. He said that, with regard to the citizenship issue, the United States had failed to honour its commitments under the Covenant to establish a Commonwealth of the Northern Mariana Islands in Political Union with the United States of America, 4/ and wondered if the United Nations had any authority in the matter. He also asked if the people would have any access to the United Nations after the termination of the Trusteeship Agreement.

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4/ For the text of the Covenant see Official Records of the Trusteeship Council, Forty-Second Session, Sessional Fascicle, annexes, document T/1759.

8. Meetings with students in Honolulu and Guam

(a) Honolulu

171. On 28 February, the Mission met with Micronesian students at the University of Hawaii in Honolulu. At the meeting, speakers observed that the United Nations Visiting Mission had remained in the Trust Territory briefly to be able to understand the prevailing situation well. Other speakers commented that the Trusteeship Council had in the past made annual recommendations which remained unimplemented. They expressed concern about the lack of progress in the Territory, particularly in the economic field. Micronesia was at present too dependent on the Administering Authority to be able to stand on its own after the termination of the Trusteeship Agreement.

172. Recalling that representatives of the Trust Territory had had no say in placing the Territory under the Trusteeship System, the students asked whether Micronesians would participate in the decision to terminate the Trusteeship Agreement. Other speakers wondered whether a negative vote of a permanent member of the Security Council could pose problems when the time came to consider the termination of that Agreement in the Security Council. One speaker inquired whether other United Nations procedures existed to terminate the Trusteeship Agreement in such an eventuality.

(b) Guam

173. On 24 March, the Mission met with Micronesian students at the University of Guam. Students were critical of the educational system in the Trust Territory and pointed out that due to the low standard of the Micronesian educational system, they were having problems in following the university courses. The students drew the attention of the Visiting Mission to the fact that the office of the Co-ordinator for Micronesian Student Affairs in Guam had been closed. They pointed out that such an office was vital in helping students to find lodging and transportation and to advise them on their curriculum. They wondered if their federal grants would continue if the Trusteeship Agreement were to be terminated. The students said that, owing to the high cost of living in Guam, the grants they received from the Administering Authority were totally inadequate and should be increased. One student wondered why Micronesia was the last Territory remaining under the Trusteeship System. Some students expressed concern about the fragmentation of the Trust Territory.

## CHAPTER II

### POLITICAL ADVANCEMENT

#### A. General

174. Under the Trusteeship Agreement, the Administering Authority has full powers of administration, legislation and jurisdiction over the Trust Territory. Executive and administrative authority for the government of the Trust Territory and responsibility for carrying out international obligations undertaken by the United States with respect to the Territory are vested in a High Commissioner appointed by the President of the United States and confirmed by the United States Senate.

175. These formal powers will be retained by the Administering Authority until termination of the Trusteeship Agreement. However, although the United States necessarily retains ultimate authority and responsibility for the Trust Territory, there has been a notable reduction, in practice, in the day-to-day exercise of these powers since the emergence of new constitutional governments in Micronesia which are in the process of assuming full governmental and administrative authority.

176. The establishment of constitutional governments in the Northern Mariana Islands, the Marshall Islands and the Federated States of Micronesia is reported briefly in section B of this chapter. By virtue of Secretarial Order No. 3039 issued by the Secretary of the Interior of the United States on 25 April 1979, the constitutional governments and their respective legislative bodies have full legislative authority within their jurisdictions, subject to certain limitations which preserve the authority of the High Commissioner necessary to carry out the responsibilities of the Administering Authority under the Trusteeship Agreement, primarily with respect to finance, foreign affairs and other obligations arising from the Trusteeship Agreement and applicable United States laws. The authority and responsibilities of the emerging territorial governments in the Trust Territory are primarily set out in Secretarial Order No. 3039 and Secretarial Order No. 3027 of 29 September 1978, together with the constitutions adopted by the Northern Mariana Islands, the Marshall Islands and the Federated States of Micronesia. Secretarial Order No. 3027, which applies only to Palau, vests interim legislative authority in the Representative Assembly of the Palau District. Secretarial Order No. 3039 will be applicable to Palau once a constitutional government has been installed.

177. Apart from legal matters, most of the functions previously carried out by the Administering Authority have now been transferred to the new constitutional governments, thus enabling them to acquire experience in the exercise of responsibilities which will be theirs upon the termination of the Trusteeship Agreement and the assumption of full self-government or independence.

178. The use of the veto has also been further restricted. Under Secretarial Order No. 3039, the High Commissioner is no longer responsible for approving general legislation; the veto power has been given to the new constitutional governments. The High Commissioner can only suspend, in whole or in part, those laws which conflict with the order's provisions or with the responsibilities of the Administering Authority under the Trusteeship Agreement.

179. In the field of foreign affairs, the Administering Authority informed the Visiting Mission that it was assisting the new constitutional governments in extending their contacts with foreign countries and with international and regional organizations. In a conversation with the Visiting Mission, the Marshallese leaders referred with satisfaction to having conducted Government-to-Government negotiations with Japan regarding fisheries, which had resulted in the initialling of a six-month agreement; with Australia and New Zealand regarding a contract for a domestic airline; and with the United States in regard to the negotiation of a new agreement for the lease of the Kwajalein Missile Range. On the other hand, one of the leaders of the Federated States of Micronesia expressed his concern to the Mission over not being permitted to deal directly with the South Pacific Commission (SPC).

180. Negotiations between the Administering Authority and the representatives of the Marshall Islands, Palau and the Federated States of Micronesia concerning future political status are still in progress. On 14 January, the last day of the most recent round of negotiations in Kona, Hawaii, the President of the Marshall Islands and the Personal Representative of the President of the United States for Micronesian Status Negotiations initialed a draft compact of free associations.

181. The present Mission shares the view of earlier Visiting Missions that, in any discussion of the political future of Micronesia, it is important to note the effect of tradition and the traditional authorities on the newly emerging institutions. Throughout its visit, the Mission was made aware of the influence which the traditional leaders continued to exert in their respective districts and municipalities. In this context, it is significant that the drafters of the new constitutions for the Federated States of Micronesia, the Marshall Islands and Palau have all incorporated provisions which preserve and protect traditional values and the role of the traditional leaders, even though some of the latter have run for office and now play a full part in non-traditional politics. The Constitution adopted by the Marshall Islands <sup>5/</sup> provides for a Council of Iroij (traditional leaders) and contains special provisions to protect customary law and traditional practices concerning land tenure and related matters. The constitution of the Federated

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<sup>5/</sup> For the text of the Constitution, see Official Records of the Trusteeship Council, Forty-Sixth Session, Sessional Fascicle, document T/1801, annex, enclosure.

States of Micronesia recognizes traditional leadership and custom and permits the establishment of a council of chiefs, should there be a desire for one. The Palau Constitution approved in the 9 July 1979 referendum 6/ also recognizes and protects traditional leadership.

#### B. Territorial Government

182. Since the publication of the report of the last United Nations Visiting Mission to the Trust Territory of the Pacific Islands in 1976,7/ there have been a number of important political and constitutional developments in the Trust Territory.

183. On 1 January 1977, Kosrae, which until that date had been a sub-district of Ponape, became a separate district while continuing to be represented in the Congress of Micronesia.

184. On 9 January 1978, a constitutional government was sworn into office in the Northern Mariana Islands, following the holding in December 1977 of the first general election since that district had opted for commonwealth status in 1976 and thus ceased to be represented in the Congress of Micronesia. The commonwealth covenant is fully discussed in the report of the United Nations Visiting Mission to observe the plebiscite in the Mariana Islands District. 8/

185. The new Constitution of the Northern Marianas provides for a popularly elected Governor and Lieutenant Governor and a bicameral legislature with nine Senators elected to four-year terms. Further elections were held on 4 November 1979 for seats in the Second Northern Marianas Commonwealth Legislature, which convened on 14 January 1980.

186. On 12 July 1978, a referendum was held in the six districts of Ponape, Truk, Yap, Kosrae, the Marshall Islands and Palau to ascertain the wishes of the people in those districts on a proposed constitution for a Federated States of Micronesia as drafted by the Micronesian Constitutional Convention in 1975. 9/ The first four districts approved the constitution; the Marshall Islands and Palau rejected it. The referendum was observed by a United Nations Visiting Mission and fully dealt with in its report. 10/

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6/ For the report of the United Nations Visiting Mission to observe the referendum in Palau, see Official Records of the Trusteeship Council, Forty-seventh Session, Supplement No. 1 (T/1813).

7/ Official Records of the Trusteeship Council, Forty-third Session, Supplement No. 3 (T/1774).

8/ Ibid., Supplement No. 2 (T/1771).

9/ For the text of the draft constitution, see T/COM.10/L.174, annex I.

10/ Official Records of the Trusteeship Council, Forty-sixth Session, Supplement No. 2 (T/1795).

187. Following the 1978 constitutional referendum, the legislative authority in those six districts devolved from the Congress of Micronesia to the three new legislative bodies which emerged. On 1 October 1978, Secretarial Order No. 3027 dissolved the Congress of Micronesia and recognized its replacement by three co-equal territorial legislatures: the Marshall Islands Nitijela, the Interim Congress of the Federated States of Micronesia (Ponape, Truk, Yap and Kosrae) and the Palau District Legislature.

188. On 21 December 1978, the Marshall Islands Constitutional Convention adopted a parliamentary form of constitution which was approved in a referendum held on 1 March 1979. The referendum was observed by a United Nations Visiting Mission. A detailed account of the referendum and a summary of the constitution are contained in its report to the Trusteeship Council. 11/

189. The first constitutional government of the Marshall Islands took office on 1 May 1979 following elections held on 10 April 1979. Under the new parliamentary constitution, executive authority is vested in a cabinet, headed by a President, which is collectively responsible to the Nitijela. Members of the Nitijela are elected by citizens of the Marshall Islands, 18 years of age or older, who are qualified voters. The President, who is elected by the Nitijela, appoints the cabinet, which is composed of not less than 6 or more than 10 members of the Nitijela. There is also a Council of Iroj which considers bills affecting customary law, traditional practice, land tenure or related matters adopted by the Nitijela. Mr. Amata Kabua was elected the first President of the Marshall Islands.

190. On 10 May 1979, constitutional government also went into effect in the Federated States of Micronesia. The Congress of the Federated States of Micronesia is a unicameral body. Under the terms of its Constitution, the executive branch is headed by a President elected by Congress from among its four members elected at large, one from each State. The President appoints his four-member Cabinet with the advice and consent of Congress. On 11 May 1979, Mr. Tosiwo Nakayama of Truk was elected President and Mr. Petrus Thun of Yap, Vice-President.

191. Constitutional progress in Palau has been much less smooth. Palau is the only entity which has not yet set up a constitutional government, but is still administered by a District Administrator appointed by the High Commissioner.

192. Following the rejection by the people of Palau of the draft constitution of the Federated States of Micronesia in July 1978, the Sixth Palau Legislature set up a Constitutional Convention composed of members of the various municipalities elected directly by popular vote.

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11/ Ibid., Supplement No. 3 (T/1805). For the text of the constitution, see Official Records of the Trusteeship Council, Forty-sixth Session, Sessional Fascicle, document T/1801, annex, enclosure.

The Constitutional Convention completed its task with the signing on 2 April 1979, by 35 of the 38 delegates, of a draft constitution for Palau. A referendum on that constitution was scheduled for 9 July.

193. The Trusteeship Council accepted an invitation to send a United Nations Visiting Mission to observe the referendum. The Mission's report 12/ describes in detail both the conduct of the referendum held on 9 July, and the political dispute which had meanwhile developed over the possible incompatibility of the draft constitution with the proposed compact of free association. Since the present Mission does not wish to duplicate that report, it will confine itself to recording briefly that, as a result of that dispute, the opponents of the draft constitution, who at the time of the July referendum were in a majority in the Legislature, had attempted to prevent the holding of the referendum by passing legislation (Bill No. 1140) which repealed previous legislation (Public Law No. 6-5S-1) providing for the holding of the referendum and by setting up a new constitutional commission (Bill No. 1142) to draft a new constitution. Since the supporters of the constitution, who were boycotting the Legislature, had filed a suit in the High Court of the Trust Territory, contesting the legality of the Palau Legislature's adoption of Bill No. 1140 by majority vote, the High Commissioner had not recognized the validity of that Bill and had allowed the referendum to take place as planned. The result of the referendum (92 per cent of those casting ballots voted in favour of the draft constitution) was an overwhelming victory for the supporters of the constitution.

194. The United Nations Visiting Mission which observed the referendum concluded in its report that "the majority of voters came out in favour of the draft constitution, in accordance with regular procedures, in an atmosphere of calm and freedom and with full knowledge of the facts". 13/

195. Two weeks after the referendum, the High Court announced its judgement, finding that the Palau Legislature had been lawfully in session and had properly passed Bill No. 1140. This decision, which it was claimed had the effect of invalidating the July referendum, led to still further confusion. The Legislature refused to certify the result of the referendum and the new constitutional commission, established under Bill No. 1142 (which was now also legalized), presented a revised draft constitution on 21 August. On 27 August, the High Commissioner signed into law a bill authorizing the holding of a further referendum on 23 October on the revised draft constitution. The result of this further referendum was the rejection of the revised draft constitution by a substantial majority, thus in effect confirming the result of the 9 July referendum.

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12/ Ibid., Forty-seventh Session, Supplement No. 1 (T/1813).

13/ Ibid., para. 176.

196. The supporters of the revised draft constitution had meanwhile lost their majority in the Legislature in general elections held on 4 September (although they remained in office until 3 January 1980). The supporters of the original constitution, now the majority in the Seventh Palau Legislature, thus inherited the task of unscrambling the situation and restoring beyond any doubt the legality of the July referendum. That it had clearly expressed the will of the Palauan people was already evident, first by the overwhelming vote in support of the original draft constitution and second, by the defeat of the revised draft constitution in the October referendum, also by a large majority.

197. Owing to the delay caused by the constitutional controversy, the time-table for transition to constitutional government set out in article XV of the draft constitution approved in the July referendum needed updating before it could come into effect. Various ways of doing this were proposed; one possibility was that the Legislature should repeal Bill No. 1140 (which had revoked the constitution) and amend the outdated provisions. In the view of the Visiting Mission, this would have been a comparatively simple and expeditious way of proceeding. Instead, the Legislature adopted new legislation (Bill No. 7-0072-D2, which was signed into law by the High Commissioner on 14 April) calling for a further referendum on 9 July 1980 to ratify the constitution, including the amendments relating to the timing of the coming into force of the constitution, the holding of elections and the installation of the new government. The arguments for proceeding in this way were set out as follows in section I of that bill:

"The people of Palau approved the Constitution of the Republic of Palau on 9 July 1979 by a vote of 92 per cent of the votes cast in the constitutional referendum. Due to actions by the Sixth Palau Legislature and the Trial Division of the High Court, the ratification and effect of the Constitution are now a matter of legal controversy and litigation. It is the declared purpose of this Legislature:

- (1) To provide for the confirmation of the decision of the people of Palau in the 9 July 1979 constitutional referendum;
- (2) To end and avoid further legal controversy and litigation which may prevent constitutional government from becoming a reality in the Republic of Palau;
- (3) To promote a smooth and orderly transition to constitutional government in a manner to facilitate the transfer of functions from the Governments of the Trust Territory and Palau District to the Government of the Republic of Palau".

198. The bill laid down that the ballot paper for the referendum would put the following question:

"Do you approve of the Constitution of the Republic of Palau, as adopted by the Palau Constitutional Convention, with the amendments proposed by the Seventh Palau Legislature to repeal the Post Convention Committee and to provide for the election and installation dates of the constitutional officials and for the effective date of the Constitution?"

199. Under Section 3 of the bill, only a simple majority of votes cast would be required to approve the constitution and the proposed amendments, and the Palau Legislature would be the sole judge of the referendum results.

200. The decision to hold a new referendum will have the effect of postponing yet further the installation of a constitutional government in Palau. According to the time-table set out in the same bill and subsequently signed into law, the first constitutional elections will take place on 4 November 1980 and the new government will not be installed until 1 January 1981.

201. The Trusteeship Council, after noting in its last report to the Security Council 14/ that there was a dispute between groups in the Palau Islands regarding the compatibility of the draft constitution with the draft of the proposed treaty with the United States, expressed the hope that the parties concerned would find a solution in keeping with the wishes of the population. The Visiting Mission reiterates that hope.

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14/ Official Records of the Security Council, Thirty-fourth Year, Special Supplement No. 1 (S/13759), para. 745.

## C. Local government

### 1. State governments

202. Ponape, Truk, Yap and Kosrae, the four component States of the Federated States of Micronesia, derive their authority from state charters written in 1977 and 1978 and previously approved by the Congress of Micronesia. The state charters are expected to be replaced in due course by state constitutions written in conformity with the Constitution of the Federated States of Micronesia. Each state is headed by an elected governor.

203. The Mission visited all four States and met all the state governors. It held meetings with the governor and the head of district and other senior officials in each state. At the meetings the members of the mission were briefed on the local situation and had detailed discussions on political, economic and social developments. On the political side, there was reference to the confusion caused by the transfer of powers from the High Commissioner to the constitutionally elected President of the Federated States of Micronesia such that the states during the period of transition, had, in effect, two executive heads.

204. On the economic side, the chief concerns were lack of funds and trained manpower, land problems and the fear that termination of the Trusteeship Agreement would result in an immediate cut-off of aid from both the United States and the United Nations. There was criticism of the top-heavy structure of the Federated States of Micronesia and resentment that so high a proportion of the state budgets went to the central government. The officials felt that there should be greater autonomy at the state level.

### 2. Municipalities

205. The municipality is the basic unit of local government in the Territory. Municipal boundaries to a large degree represent customary geographic-political divisions or entities which may comprise an island, a group of islands or atolls, or a locally recognized area or division of a larger island. The Marshall Islands, however, are grouped into municipalities by islands and atolls, irrespective of the overlapping jurisdiction of the hereditary chieftains.

206. Some municipalities function under a charter. Those without a charter may elect only an executive officer or they may remain under a traditional form of government. In general, the charter provides for a municipal council, a chief executive and other officials. The chief executive of a municipality is known as magistrate or mayor.

207. The municipalities within the Federated States of Micronesia are defined as being those in existence when the charter of each state became operative. The powers of the municipal governments are also defined by

the charters. In the Marshall Islands, the Constitution provides for local governments in every populated atoll and every island that is not part of an atoll and defines their jurisdiction and power in drawing up ordinances. In the Northern Mariana Islands, local government agencies have been established in accordance with the Constitution. Qualified voters elect a mayor for each island or group of islands. Local governments in Palau continue to operate under the charter provided by the Government of the Trust Territory.

208. The Mission visited a number of municipalities and held meetings with the local leaders, as well as with the public.

209. As was the case with previous Visiting Missions, the Mission heard many complaints, mostly dealing with the need for improved transport and communications, the settlement of war damage claims, the lack of funds for the improvement of local projects and, in the case of the outer islands, supply problems and the inhabitants' concern that their interests were often overlooked and that they did not receive a fair share of the common budget. The complaint was often heard, particularly in the outer islands, that the municipalities did not have enough autonomy.

#### D. Civil service

210. The Constitution of the Federated States of Micronesia provides for the establishment of executive departments by statute. The President, with the advice and consent of Congress, appoints the principal officers of those departments and such other officers as may be provided for by the statute.

211. Under the Marshall Islands Constitution, the public service, headed by a Chief Secretary, comprises the employees necessary to assist the Cabinet in exercising executive authority and to perform other duties as required. The Constitution also contains provisions for the establishment of a Public Service Commission.

212. Since Palau has not yet adopted its constitution, it still has the status of a district with a public service headed by a district administrator appointed by the High Commissioner.

213. According to the Administering Authority, the number of government employees in the Federated States of Micronesia, the Marshall Islands and Palau, totalled 5,487 in March 1978, compared with 5,813 for the preceding year. In addition, there were 2,783 individuals classified as government employees under the category entitled "special grants". These were trainees, not necessarily training for government employment but rather to acquire various skills.

214. The Constitution of the Northern Mariana Islands provides for a civil service system which operates under a Civil Service Commission. The Commission administers personnel policies for the government.

215. The number of staff in the Government of the Northern Mariana Islands in October 1977 totalled 1,270 (45 less than the preceding year), of whom 1,195 were Trust Territory citizens and 75 were expatriates.

216. The number of Trust Territory employees at headquarters in Saipan, both expatriates and Trust Territory citizens, continues to decrease through the planned transfer of functions to the newly formed constitutional entities. The reduction affects United States civil service employees, expatriate employees and Trust Territory citizens who serve under the regular programme, as well as Micronesians employed under the special grant programme. The number of expatriate employees serving at headquarters under the latter programme is not expected to decrease, because the increasing demand by local governments for the return of their qualified citizens and the reluctance of Micronesians to take up jobs at headquarters on a short-term basis have created a shortage of staff. The number of expatriate employees in Saipan will be reduced as local governments intensify their participation under the special grant programme.

217. The Mission commends the steps that have been taken to encourage "micronization" in order to enable the people of the Trust Territory to obtain as much experience as possible in all fields of public service before the termination of the Trusteeship Agreement. It appears likely that in the interest of economic development, the governments which then emerge may still wish to employ some expatriate advisers on a contractual basis in technical and other specialized fields until qualified Micronesians have been trained to replace them. The Mission hopes that such specialists will be made available and that consideration will also be given to providing "crash" training programmes for Micronesians, particularly in the economic sector.

218. In the view of the Visiting Mission, the size of the civil services throughout the Trust Territory remains a cause for concern. They are much too large for the needs of the Territory and place a heavy burden on the budgets of the component entities. The latter not only cannot afford to maintain a large civil service, but also by doing so deprive the private sector of trained manpower. Employers in the private sector have frequently expressed concern that the limited number of qualified young people available for employment preferred to enter government service because it was better paid and was regarded as more prestigious.

219. It is clear that the existing public services in the Trust Territory should be both rationalized and reduced and that a greater proportion of the population should be employed in the productive sector rather than in government service. However, in view of the unemployment problem, priority should be given to increasing jobs in the private sector before reducing the civil service too drastically.

## E. Judiciary

220. Section 5 of Secretarial Order No. 3039 provides for the transfer of judicial responsibility to functioning courts established in accordance with the constitutions of the Federated States of Micronesia, the Marshall Islands and Palau.

221. When the Chief Justice of the High Court of the Trust Territory determines that such functioning courts exist, all cases not in active trial except suits against the Trust Territory Government or the High Commissioner will be transferred to them. The Appellate Division of the High Court will retain jurisdiction to entertain appeals from courts of last resort of the respective jurisdictions.

222. Both the Federated States of Micronesia and the Marshall Islands now have constitutional governments. The judicial power of the Federated States of Micronesia is vested in a Supreme Court and subordinate courts established by statute. The charters of Yap, Truk, Ponape and Kosrae provide for a court system and for the appointment of judges by the governor of each state. (No judges have been appointed to date). In the Marshall Islands, the judicial power is vested in a Supreme Court, a High Court, a Traditional Rights Court and district courts, community courts and other subordinate courts.

223. However, neither the Federated States of Micronesia nor the Marshall Islands has yet established a court system and Palau has not yet established a constitutional government. In the case of all three entities, therefore, judicial authority is still exercised by the High Court of the Trust Territory and such other courts as may be established by law. The Chief Justice and three associate justices (one of whom is a Trust Territory citizen) of the High Court are appointed by the Secretary of the Interior.

224. As reported by the Administering Authority,<sup>15/</sup> the judicial branch of government in those three entities is entirely staffed by Micronesians except for a few presiding judges of the High Court and the community court judges at Kwajalein. The Director of the Administrative Office of the Courts and his deputy are Micronesians. All district court judges are Trust Territory citizens.

225. In the Northern Mariana Islands, the judicial authority is vested in the Commonwealth Trial Court, which has original jurisdiction over matters involving land in the Northern Marianas and other civil actions where the value of the matter in controversy does not exceed \$US 5,000. The Commonwealth Appeals Court, provided for in the Constitution, will be established at a later time. In the interim appeals may be made to the District Court of the Northern Mariana Islands. This court was established pursuant to United States Public Law No. 95-157 and has the

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<sup>15/</sup> Ibid., para. 242.

jurisdiction of a district court of the United States, except that in all causes arising under the United States Constitution or treaties or laws of the United States, it has jurisdiction regardless of the sum or value of the matter in controversy.

F. Political education

226. The Visiting Mission was concerned to discover during its visit to the Trust Territory that the Education for Self-Government (ESG) programme was officially terminated in September 1979. It is to be hoped that this is not a final decision. The people of Micronesia are exceptionally isolated geographically; political parties which might otherwise help in the process of political education are not yet sufficiently developed or organized to undertake this role; and there are still virtually no newspapers.

227. The Trusteeship Council has for many years stressed the importance of developing a comprehensive and objective programme of political education in the Trust Territory with the two-fold purpose of enabling the Micronesian people to gain a thorough understanding of democratic processes, and of informing them about the various political options and opportunities open to them as they progress towards self-government, or independence, in accordance with Article 76 b of the Charter of the United Nations.

228. The first of these aims has been largely realized. The Administering Authority has done an excellent job in establishing democratic institutions in the Trust Territory, and successive visiting missions have testified that the Micronesians are very well versed in democratic processes.

229. Although in recent years political education programmes in the Trust Territory have necessarily tended to concentrate on informing the population about immediate political issues such as new constitutions, sight must not be lost of the wider but equally important objective of informing the people of Micronesia about the political options open to them, so that they can make a wise and informed decision on their political future when the time comes. This indeed appears to have been the original aim of the ESG programme when it was first discussed in the early 1960s.

230. At that time, United Nations visiting missions which had toured the Trust Territory reported an urgent need for the institution of an energetic programme of political education designed to provide the people of Micronesia with background information concerning their political status. The 1964 Visiting Mission, for example, stated that only the Micronesians themselves could decide on their future political status and that, when the time came to choose, their position should be based on real alternatives and thorough self-knowledge. 16/

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16/ Official Records of the Trusteeship Council, Thirty-first Session, Supplement No. 2 (T/1628), paras. 301-302.

231. In 1967, the Congress of Micronesia, with the approbation of the Administering Authority, set up its own Future Political Status Commission (Senate Joint Resolution 25 of 5 August 1967), composed of members of both houses, to investigate and study the range of alternatives open to the Micronesians in choosing their constitutional and political status. The Commission's terms of reference included the undertaking of a comparative analysis of the manner and procedures whereby other Territories and developing nations in the Pacific and elsewhere had achieved self-government, independence or other status.

232. The Commission spent two years in its investigation before submitting its final report. It visited the United States Virgin Islands, Puerto Rico, American Samoa, Samoa, Fiji and Papua New Guinea. Members of the Commission also met leaders from Nauru and the Cook Islands. The Commission's report<sup>17/</sup> included a detailed assessment of the relative merits of independence, free association with the United States and integration with another country as possible future options for the Trust Territory.

233. In June 1972, the Trust Territory Government reported that legislative workshops, municipal leadership conferences, publications and radio programmes were being organized to generate among the people an understanding of future political status as well as the organization and functions of their present government.

234. The report of 1973 United Nations Visiting Mission<sup>18/</sup> commented that the lack of newspapers in Micronesia was an obstacle to the development of political awareness. There was a real need for better regular information and opinion-forming material in Micronesia. It suggested that the Administration would be well advised to encourage the provision of more newspapers, both those using local languages at the district level and a Territory-wide paper using simple English. The present Visiting Mission endorses that recommendation. Seven years later, the Trust Territory is still virtually without newspapers.

235. In 1974, the Administering Authority reported that officials of the Congress of Micronesia and the Administration had agreed that an accelerated programme of education for self-government should be undertaken in the Trust Territory and that responsibility for such a programme should be assumed by the executive branch of the Government. Subsequently, the High Commissioner arranged for the formation of a Task Force on Education for Self-Government (ESG), and the programme was officially launched in January 1974. District task forces were organized to carry out ESG functions at the local level. The Congress of the United States included \$US100,000 for that purpose in its supplementary budget for 1974. The Task Force held workshops with members of district

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17/ See Official Records of the Trusteeship Council, Thirty-seventh Session, Supplement No. 2 (T/1713), paras. 540-556.

18/ Ibid., Fortieth Session, Supplement No. 2 (T/1748), para. 160.

administrations, including members of the district task forces, and made trips throughout the districts, meeting officials and the general public to discuss the ESG programme.

236. In 1975, the Administering Authority reported that the Task Force had made significant progress towards its initial goals; it had published and distributed a substantial volume of material about the status options and the forthcoming Constitutional Convention. The Task Force introduced, inter alia, a series of 14 radio programmes produced in 1974. The series explained the various aspects of the status options open to the people.

237. From the end of 1975, following the preparation of the draft constitution for the Congress of Micronesia, the ESG programme became much narrower in scope, since it was required to concentrate on the immediate political task of publicizing the various constitutions in advance of the referenda that would be held in the succeeding years. The United Nations visiting missions which observed the constitutional referendum in the Northern Mariana Islands in 1975, in the six other districts in 1978, and in the Marshall Islands and Palau respectively in 1979, all commented favourably on the objective and thorough manner in which the ESG programme was operated and the valuable role it played in explaining the constitutions to the prospective voters.

238. It is all the more surprising therefore that the decision should have been taken to terminate this excellent programme at this last crucial phase in the political evolution of the Territory. The Visiting Mission recommends that the ESG programme should be revived and take up its earlier mandate of informing the people of the Trust Territory about the political options open to them. In view of the time factor, the Visiting Mission hopes that an early decision will be taken and the necessary funds made available.

239. The experience of the present Visiting Mission suggests that there is an urgent need for such a programme of political education. The Chairwoman of the present Visiting Mission had previously participated in the visiting missions to observe the constitutional referenda in the six districts in 1978 and in the Marshall Islands in 1979. At the time of those visits the general public, even in outlying islands, appeared to have a good understanding of the broad political issues and to be well-versed in the sometimes complicated democratic procedures in which they were required to participate on referendum day. At meetings held by the present United Nations Visiting Mission on the other hand, even sophisticated Micronesians were for the most part woefully ignorant about the steps leading to termination of the Trusteeship Agreement, and appeared to be equally ill-informed about the political options open to them, including the terms of the draft compact of free association being negotiated by their leaders with the United States Government.

240. As can be seen from the questions put to the Visiting Mission throughout the Trust Territory (see chapter I of the present report), there was also a widespread belief (and fear) that the termination of the Trusteeship Agreement would result in the immediate cessation of all financial aid and expert advice and assistance from both the Administering Authority and the United Nations. It is perhaps worth noting in this context that already in 1973 the then United Nations Visiting Mission to Micronesia, after expressing its conviction that a greater and more concerted effort of political education was required, also stressed that the Micronesians needed to be able to see more clearly the economic prospects likely to be open to them in the future. They needed therefore to be informed at an early stage about the level of United States financial support likely to be available, given different decisions on status, and also to have some idea what support they could expect from the international community.<sup>19/</sup>

241. The present Visiting Mission would like to endorse the recommendation that the Micronesians also need information about their future economic prospects. General uncertainty about the future, including the steps leading to termination of the Trusteeship Agreement and the Micronesians' ability to survive economically in a post-Trusteeship world, are at present causing fear and despondency among the inhabitants of the Trust Territory. The Visiting Mission hopes, therefore, that the ESG programme will be speedily reactivated to dispel such fears and enable the people of the Trust Territory to exercise their final act of self-determination, when the time comes, in full knowledge of the political options and with an understanding of the steps leading to the termination of the Trusteeship Agreement.

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<sup>19/</sup> Ibid., para. 513.

## CHAPTER III

### ECONOMIC ADVANCEMENT

#### A. General

242. The report of the 1976 Visiting Mission contained a great deal of information on the economy of the Trust Territory 20/ and most of the comments made by that Mission are still relevant. The progress made over the past four years, as noted by the present Visiting Mission, seems to have had a limited impact. In particular, the structural imbalances in the economy seem not to have been significantly reduced. The disparity between consumption (public and private) and income, investments and savings, and imports and exports, is still considerable. It can only be concluded that, despite the efforts made thus far by the Administering Authority, the only means of ensuring a decent level of living for the Micronesians at present is to secure outside sources of financing. Under the circumstances, the Territory's economic self-sufficiency can only be considered a long-term objective, as is the case with a number of developing countries. The great majority of Micronesians with whom the Mission came into contact expressed particular concern in response to the fact that the Administering Authority has announced its intention to terminate the Trusteeship Agreement in 1981.

243. The present Mission agrees with the 1976 Visiting Mission that Micronesia could only be self-sufficient if it reduced its standard of living to a point which would be unacceptable to the population. The need to pursue the course of economic self-sufficiency seems to be particularly keenly felt now that the Micronesians have already chosen, or are on the verge of choosing, their own form of government. Furthermore, the target date on which those who have not yet done so will have to decide their own future political status is rapidly approaching.

244. In the following sections the present Mission has tried to discuss a number of points which, in the light of existing data on the Trust Territory, would seem to require consideration. The Mission has also tried not to make an exhaustive report on the Territory's economic development but rather to concentrate on those areas in which progress has been made or needs to be made and, in particular, where action by the Administering Authority could be decisive. The elected representatives of Micronesia generally considered that, while the Administering Authority had performed its tasks in the political field fairly well, it had neglected the productive sector of the economy. No more than the 1976 Visiting Mission does the present Mission wish to pronounce on the respective roles which government and private enterprise should play in the Territory's economic development. However, the present Mission shares the view of the 1976 Mission that, given the special circumstances of Micronesia, with its lack of local capital and shortage of technical skills and experience, the Administration should play a galvanizing role in development. While it is the responsibility of the new political

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20/ Ibid., Forty-third Session, Supplement No. 3 (T/1774),  
chap. III.

structures established in the Territory to choose their own economic options and to manage their own budgets, the fact remains that the nature of the assistance provided will be a decisive factor in ensuring their economic advancement.

## B. Nature of the problem

245. The many economic problems which the Trust Territory will have to face have been studied in the five-year indicative development plan (1976-1981) adopted in July 1976 by the Congress of Micronesia and approved by the Administering Authority. The only data given here are those that will facilitate an understanding of the present report. Mention is also made of the problems which have arisen since then.

### 1. Structural data

246. In 1979, operating budget expenditure amounted to \$US 56 million, while local revenue amounted to only \$US 10 million.

247. In the period April 1978-March 1979, imports of goods and services to the Territory (excluding the Northern Mariana Islands) amounted to approximately \$US 37 million. Exports (not including invisibles) for the fiscal year October 1978 -September 1979, amounted to \$US 20 million.

248. Grants approved by the United States Congress in the fiscal year 1978-79 amounted to \$US 114 million half of which went to defray infra-structural expenses.

249. During 1977-78, total salaries amounted to \$US 57.5 million, of which \$US 37.6 million was for the public sector and \$US 19.9 million for the private sector. Salaries in the public sector absorbed as much as four fifths of government expenditure.

### 2. New data

250. The Micronesian economy appears to have been hard hit by the inflationary trends which have emerged in recent years in the United States, the Territory's main supplier.

251. It has also been severely affected by the rise in the price of oil, all of which has to be imported to meet the Territory's energy needs. The price of a gallon of gasoline has risen from \$US 0.65 in 1979 to \$US 1.35 at the beginning of 1980.

252. The establishment of new and complex government structures has highlighted the need for increased assistance for the Territory's various entities.

253. Only with the help of the considerable funds allocated by the United States can Micronesia support its administration and its population maintain its present standard of living. The present Mission noted that the people of Micronesia, and particularly the people of the outer islands, were worried about their economic future after the termination of the Trusteeship Agreement. Some leaders expressed the feeling that the

Administering Authority had shown a tendency to cut back its assistance at a time when the new responsibilities they were assuming called for increased financing. Mention was made of the example of Australia, which had undertaken to grant assistance totalling \$A 500 million over a period of three years to Papua New Guinea for the establishment of new institutions.

254. The Mission considers that the five-year indicative development plan (see para. 245 above), drawn up by the Congress of Micronesia with the help of UNDP and the Administration, will help towards the rationalization of the Territory's economic choices. Although implementation of this plan has been delayed because of the political changes occurring in the Territory, and although some data need to be reviewed or clarified in the light of the political options selected by the Micronesians, the Mission feels that it still contains some useful guidelines. It notes the efforts made by the Administering Authority to try to pursue the objectives laid down in the plan, particularly with regard to the infrastructure (harbour facilities and airports).

255. However, it believes that there are still major problems in the Territory. In the opinion of the Mission, the following areas should be given particular attention:

(a) Because of the geographical dispersion of the Territory, even within the newly established entities there would appear to be a need to continue to improve access facilities, particularly in the outlying islands. Too many roads are still in poor condition and need repairing.

(b) The lack of funds and of skilled personnel is leading to an abnormally rapid deterioration of the existing infrastructure.

(c) Import substitutes will have to be found. Too many food-stuffs and construction materials are imported when, in many cases, it would suffice to encourage local production. An increase in the import duties for certain products could create the necessary deterrent. Also, it would be advisable to assist farmers to realize the need to progress from the subsistence stage to the marketing stage.

(d) Export earnings need to be increased.

(e) Administrative expenses, which place a heavy drain on the budgets of the Territory's entities, need to be reduced. This could be achieved if the complex systems instituted were rationalized to a greater extent and if the production sector were able to attract the active population.

### C. Public finance

256. Funds for the territorial government are derived from four main sources. The first, and most important, is the annual appropriation provided by the United States Congress. Recent appropriations have been as follows:

<u>Year</u>	<u>(million United States dollars)</u>
1976	104
1977	102
1978	118
1979	115

257. Secondly, a number of federal United States agencies provide grants for specific programmes (such as food programmes in schools, employment and training programmes, etc.), amounting in 1979 to approximately \$US 29.5 million. Thirdly, there are local taxes and charges levied by the competent authorities of the various territorial entities, which amounted to \$US 10 million for the same period. This figure might seem high. It needs in any case to be weighted so as to take account of the effects of inflation and salary increases. Lastly, there are reimbursements earned by the governments of the territorial entities for the provision of various services, amounting to \$US 4.4 million.

258. The various territorial entities enjoy a greater degree of autonomy in administering their budgets, especially with regard to operating expenses. Since fiscal year 1978/79 the newly elected bodies in these entities have submitted their budgets to the Administering Authority for study and possible recommendations concerning the portion of the budget covered by United States assistance.

### D. Taxation

259. The system of taxation in force in 1976 remains largely unchanged, except that responsibility for establishing and levying import duty has been transferred to the three territorial entities, beginning with the Marshall Islands in June 1979. The entities which have already adopted their constitutions are considering the possibility of devising a tax system suited to the conditions prevailing in their territory.

260. While the main source of revenue at present is the progressive income tax (75 per cent of total tax revenue for 1979, excluding the Northern Mariana Islands), it would appear that serious study should be given to the establishment of import duties, especially on goods which compete with local products or are considered non-essential (alcohol, tobacco, gasoline and private vehicles). Such a policy would not only benefit the economy as a whole but would also make it possible to reduce one of the basic sources of imbalance.

## E. Land

### 1. Tenure

261. Land is a very scarce commodity in Micronesia. It commands a place in people's lives beyond any monetary value that can be assigned to it. Land is still equated with people in most of the Territory. The inheritor of a parcel of land is automatically placed in a position of prestige and power. The use of land in an economic sense is often quite small in comparison with the social and political prestige that is derived from the use rights of the land. In former times, customary land was not bought or sold. "Ownership" hardly existed. Use rights of the same parcel of land might be held by over 100 persons. These rights are acquired by inheritance, by marriage, for services rendered or by conquest. Land use is usually controlled by territorial chiefs, both male and female. Differences in the tenure system throughout the Territory have to do with matters of detail rather than of principle. Lineages, male and female, are important factors in the control of land. Land rights continue to be thought of as something to protect for the lifetime of the holder. (The Chamorros of the Northern Mariana Islands are a special case; their traditional pattern was supplanted by the Spanish system when the islands were repopulated in the nineteenth century.)

262. According to information supplied by the Administering Authority, the arable land area consists of some 83,305 hectares, of which 33,553 are planted with tree crops: coconut, breadfruit, banana and pandanas. Some 6,489 hectares of land are under cultivation, of which 10 per cent are used for cash crops and the rest for subsistence farming. There are about 99,479 hectares of forest, pasture land and savanna. Of all the land, 73,647 hectares are privately owned and 109,584 hectares are public land. Any consideration of land use and agricultural production must take into account traditional farming methods, the output from which usually constitutes the only livelihood of the land-holders.

263. The problem of land ownership, especially in the case of small parcels of land, seems to constitute a serious obstacle to development. Provision of runway facilities at Yap necessitated transactions with 45 land-owners concerning 95 parcels of land. Similarly, the installation of port facilities at Dublon (Truk) is proving difficult because of the problem of acquiring the necessary land for the project.

### 2. Disputes and registration

264. Land disputes are fairly common in the Marshall Islands, Truk and Palau, and to a lesser degree in Ponape. Most disputes are between members of a family or between families controlling land rights in a given parcel. Lack of written records and failure to record transactions are the principal causes of the disputes. The Land Commission Act of 1966 was enacted to deal authoritatively with the matter of ownership and

registration. It provides for a land commission of three members appointed by the High Commissioner. Subsidiary commissions exist in five territorial entities, the Marshall Islands having requested a delay. Each commission appoints land registration teams of Micronesian citizens from the municipality where the work is being carried out. The teams attempt to find out who owns the land. The commission reviews the findings and determines ownership. The determination becomes final if it is not appealed within 120 days. A final appeal is to the High Court.

### 3. Public lands

265. Of the total land area of Micronesia, some 109,584 hectares (60 per cent) is public land. Nearly all of the public land is in the Northern Mariana Islands, Palau and Ponape; public land accounts for 70 per cent of the land in the case of the Northern Mariana Islands and 60 per cent of the land in the other two cases. There are only about 2,430 hectares of public land in the Marshall Islands, Yap and Truk. The United States has military retention areas in the Mariana Islands and the Marshall Islands (see chap. VII below).

266. Under Secretarial Order No. 2969 of 26 December 1974, the Administering Authority provided for the transfer of public lands to the territorial entities which established public land offices to deal with the matter. The operation was completed in July 1979. The entities (excluding the Northern Mariana Islands), have received all the public land with the exception of Palau, which thus far has received only the major portion of the public land.

### 4. Cadastral survey

267. In 1979, a cadastral survey programme was established for the purpose of surveying, mapping and recording every parcel of public land. For the successful completion of the operation, the United States Congress made available a sum of \$US 5.8 million. The part of the programme covering public land was completed in 1977, with the surveying of 78,000 hectares; that covering private land is still in progress, with 18,000 hectares having been surveyed to date.

268. Since land is a rare commodity in the Territory, it is to be hoped that public land use will be given close attention. The present Mission feels that the land which can be cultivated should remain the property of the government authorities.

### 5. General

269. The Mission would like to conclude this section of the report by stressing the importance of continuing the programme for the cadastral surveying of private land, which should facilitate the settlement of land disputes. It is, however, aware of the problems presented by rapid changes in ownership.

270. The Mission is pleased to see that almost all of the public land has been handed over to the territorial entities. The Mission is of the view that, since land is a rare commodity in Micronesia, particular attention should be paid to the arable public land where commercial agriculture could be developed.

## F. Agriculture and livestock

### 1. Constraints

271. Agriculture is the major economic activity in the Territory. It chiefly consists of subsistence farming and about 50 per cent of all households are engaged in it, mostly on a part-time basis. It is difficult to estimate the income earned by this sector because the goods produced are traded on local markets only in very limited quantities. Furthermore, commercial farming accounts for only a small part of the gross domestic product.

272. The food balance is heavily on the deficit side, particularly in the urban centres, where the population mostly consumes imported products. It was found that food-stuffs represent about 40 per cent of total imports of goods and services into the Territory. If current trends continue, it is to be expected that the food shortage will increase, in view of the demographic make-up of the population (high birth rate) and its distribution (concentration in urban centres).

273. The Mission found that, despite the importance of agriculture in the economy, little attention had been paid to it up to the present time. However, the five-year indicative development plan, enumerating the obstacles to agricultural development and indicating the guidelines to be followed, could have provided a good basis for the preparation of agricultural development plans suited to conditions prevailing in each of the territorial entities.

274. While the Mission is aware of the many problems which will have to be solved in order to progress from subsistence farming to commercial farming it nevertheless believes that this question must be dealt with as a matter of urgency.

275. Without wishing to dwell on the general contents of the development plan, and without claiming to propose a method for the agricultural development of the Territory, the Mission would, however, like to put forward the following ideas based on the results of its observations:

(a) It appears necessary to motivate the population so that it will be encouraged to progress beyond the stage of subsistence farming. To this end, the systematic training of technical staff and educators would be necessary. Similarly, the educational system, which appears to be oriented more towards the needs of the civil service, should place greater emphasis on agricultural training at all educational levels.

(b) The food aid provided to school children and to the aged under a federal programme should be changed so as to include local products in meals wherever they are available. In that connexion, the Mission was very favourably impressed by the quality of the meals served to it at the Ponape Agriculture and Trade School, which comprised only local products.

(c) A policy of taxing substitute imports should be devised. That would encourage the production of local produce such as taro, breadfruit, yams, sweet potatoes and tropical fruits.

(d) Further improvements should be made in the infrastructure, which is still quite inadequate in the interior of the various territorial entities, and special attention should be paid to storage needs.

276. The Mission believes that the role to be played by governments of the entities in bringing about balanced agricultural development will be decisive. In that connexion, the experience of other countries in the region could be studied, and technical assistance should be strengthened. While the Mission noted with satisfaction the various studies made partly with the help of technical assistance provided by the United Nations, it nevertheless believes that any decision taken regarding them should be part of a carefully studied over-all plan. While aware of the complexity of the problem, it would nevertheless encourage the launching of some projects of limited scope which could be undertaken on an experimental basis. Some areas which the Mission singled out for attention were copra and poultry and pig breeding as well as the project for the development of citrus fruits in Kosrae.

## 2. Copra

277. Copra is the most important product in the Trust Territory. The major industry is copra production and the processing of that material into crude coconut oil. Since the last regular Visiting Mission in 1976, two coconut oil plants have been opened in the Territory, one in Palau and the other in the Marshall Islands. The Palau plant, which is privately owned, has an input capacity of 40,000-45,000 metric tons of copra per year, while the plant in the Marshall Islands, which is government-owned, can process 14,000-18,000 metric tons per year. The Palau plant's capacity is about three times the present Trust Territory copra production and copra is being imported from the Solomon Islands, the Philippines and Papua New Guinea. It is expected that the greater demand for copra will increase the income of local coconut farmers and encourage expanded production. At present, the Palau mill processes imported copra only, while the Marshall Islands copra mill processes local copra at a rate of 5,400 metric tons per year. The Federated States of Micronesia exports almost all its copra to Japan.

278. In 1978/79, the total exports of coconut oil were valued at \$US 18.0 million. Of that figure, Palau's exports represented \$US 12.0 million, while exports from the Marshall Islands accounted for \$US 6.0 million. The copra cake exports were valued at \$US 1.8 million, \$US 300,000 for the Marshall Islands and \$US 1.5 million for Palau.

279. Since copra is the main agricultural export, primary attention should be paid to expanding its production. This could be accomplished in two ways: (a) by increasing the area under cultivation; and (b)

by improving the existing plantations through thinning bushing and inter-planting between rows of coconut groves. Other methods for increasing copra production include improving transportation and storage. The promotion of producer/consumer co-operatives would also be helpful.

280. Employment and income could be increased and imports reduced in the Territory, if coconut oil were used to manufacture soap, cooking oil and cosmetic oil in small local plants. The technical feasibility of such a plan has been demonstrated at the Ponape Agricultural and Trade School in Ponape, where soap and cosmetic oil are produced on a small scale. Another possibility is to see whether copra cake could be used locally to manufacture animal feed, or if charcoal which might serve as a supplementary fuel for domestic consumption, could be produced from copra.

281. In this respect, the Mission noted with satisfaction that a team of experts from the United Nations Industrial Development Organization (UNIDO), which it met in Yap, had been sent to the Trust Territory to make a survey on the possibilities of copra processing in the Territory.

282. The Mission stresses the importance for the established copra stabilization boards to have the necessary funds for ensuring the copra producers a constant income.

### 3. Livestock

283. The livestock in the Territory are mainly swine and poultry. Land constraints in all areas (except Tinian) preclude cattle raising on a large scale. Pigs and poultry, which are commonly eaten by the people of the Territory, have a much greater yield over shorter periods of time, and since the tradition of rearing them already exists, they can be raised economically and efficiently within the confines of the small farms. Their comparatively low labour requirements and quick returns are likely to make them both economic and acceptable to the farmers. Continued concentration on poultry and pig farming will provide the people with preferred meat products in the shortest time at the lowest cost. In order to meet the meat demands in the Territory and to cut imports, the number of poultry farmers should be increased and piggeries should be operated on a wider scale. To alleviate the high cost of commercial feed and to make feed products easily available to the farmers in the Territory, local feed mills should be established. In this regard, the Mission welcomes the recommendations which have been made for feed mills for Palau and Ponape to help alleviate this problem.

284. The Mission also believes that careful attention should be given to the studies and recommendations which have been recently made by UNDP in piggeries and poultry farms.

## G. Forestry

285. Forestry activities are still minimal and the Territory imports most of its lumber requirements. Some of the main islands have readily exploitable mangrove forests which are ready for commercial use. In Palau, Ponape and Yap, these forests can be readily exploited on a limited but sustained yield basis to meet gradually the local lumber requirements. The utilization of the mangrove forests should be planned in conjunction with a mariculture programme. Additional local sawmills should be established in order to substitute local forestry products for imported building materials. The few small-scale sawmills operating at present cannot meet the demand and should be improved. Forest products such as charcoal, sawn lumber, poles for house and shed construction and wooden parts for handicraft items are important to the internal and external economy.

286. The Visiting Mission welcomes the fact that a soil and forestry survey was undertaken in January 1979 and considers that project as a basic step towards the further exploitation of the resources of the Territory. Careful attention should be given to the use, as well as the conservation, of its forestry resources.

## H. Fisheries

### 1. Achievements

287. According to the five-year indicative development plan, Micronesia is rich in marine resources. They constitute a potential source of large-scale development for the Trust Territory. The objectives to be achieved in this field are an increase in export earnings, an advance towards self-sufficiency and a rise in employment and income in this sector.

288. According to the administering Power, emphasis will continue to be placed on the development of in-shore and reef fisheries with a view to supplying local markets, while introducing a programme for commercial fisheries. Deep-sea fishing, however, offers the best possibilities for economic development but requires a high capital outlay an infrastructure and advanced technical knowledge.

289. Since the 1976 Visiting Mission, progress in the fisheries sector has been limited. However, recent efforts to tabulate the marine resources of the Territory have included a study on tuna and baits by the Japanese Marine Resource Research Centre on Palau, Truk, Ponape and the Marshall Islands and a regional study by SPC.

290. In addition, maritime authorities have been established in Palau, the Marshall Islands and the Federated States of Micronesia with the task of protecting, managing and exploiting the marine resources within the 200-mile economic zone. In 1979, the three offices concluded one-year fishery agreements with associations from Japan and the Republic of China which earned them about \$US 3 million.

291. Under the 1969 agreement between the United States and Japan concerning war damage claims, Japan in 1977 provided to the Territory seven tuna boats of 26 metric tons, which were assigned to different enterprises within the Territory (excluding the Northern Mariana Islands). Similarly, the Japanese International Co-operation Agency is working with the Administering Authority on a project for line fishing and trolling for tuna on Palau.

292. In 1979, the quantity and value of the fish caught rose respectively to about 6,400 metric tons and \$US 3.8 million. Palau was the main producer with 91 per cent of the total catch, which was processed by the Van Camp Seafood Company.

## 2. Constraints

293. The attention of the Mission was drawn to a number of constraints which impede the development of reef and in-shore fisheries:

(a) Traditional fishing rights have created certain difficulties. Commercial fishing enterprises, including those fishing for the local markets and those for live bait for the tuna industry, must have access to reefs and fringe areas which are traditionally owned and controlled by villages, clans or individuals. Holders of traditional fishing rights expect adequate assurance that their resources will not be overexploited and that they will profit from their traditional holdings. (This illustrates a general truth in Micronesia of broader application than to fisheries, namely that many enlightened Micronesians realize that their traditional culture must be changed if Micronesia is to achieve economic growth. At the same time, they are understandably reluctant to do away with old institutions and traditions until there is some assurance about the efficacy of what is to replace them.)

(b) The infrastructure for small-scale fisheries is still lacking. While refrigeration facilities now exist in most of the centres, too many outer islands still do not have them. Furthermore, existing facilities are frequently threatened by power cuts.

(c) The increase in the price of oil has led to an increase in the price of the catch.

(d) Despite the existence of boatyards in most of the enterprises, many leaders complained about the inadequacy of their fleets.

(e) The establishment of co-operatives appears to be the best means of promoting in-shore fisheries. However, the Mission was told that those which have already been set up lacked business experience and the necessary technical competence.

(f) Excessive imports of tinned fish compete with local production.

## 3. Observations

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

## I. Transportation

295. A glance at the map at the end of the present report will suffice to show the necessity of an effective transportation system for the political and economic development of the Trust Territory. The development of transportation would, however, undeniably place a financial burden on the economies of the various territorial entities. In fact, ideally, transportation would have to be provided for a population of 136,500 persons scattered over an area of 7.8 million square kilometres.

296. From its visit to the Territory, the Mission gained the impression that although the population centres were beginning to be suitably equipped with harbour and airport facilities, the remainder of the Territory still had a severe shortage of services. The road network was largely inadequate in most territorial entities.

### 1. Sea transport

297. Sea transport is the main means of interisland transportation, and is sometimes the only form of communication linking the islands and the atolls to the district centres. At present the Territory has 11 ships. Seven of these ships, which were ordered in 1977 by the Administering Authority from a Japanese company (at a cost of \$US 12 million), were recently delivered to the various entities. It was by means of one of these vessels, the Micro Trader, that the Mission was able to visit the island of Moen in the Lower Mortlocks (Truk). Generally speaking, the people in the outer islands whom the Mission encountered often complained of the irregular schedules of ships, which resulted in periods when supplies of pharmaceuticals and food ran out.

298. The Mission noted with satisfaction that managerial and commercial operations connected with shipping have been handed over to the various territorial entities. However, it wonders how the costs of operating these ships can be financed from the existing budgetary resources of the various entities. Even now they are finding it difficult to pay the salaries of officials and to meet other non-reducible expenses. Shipping cannot be regarded as a public service, and it must be provided on a regular basis, regardless of the cost; the rates charged can on no account be set in the light of such considerations as commercial profitability. The Mission was told that the cost of operating the Micro Trader was estimated at approximately \$US 500,000 a year.

299. Interdistrict-international shipping is provided by eight shipping lines, of which four are Micronesian. No particular comments were made about this.

300. On many islands for which boat transport is the only means of communication between villages, the people expressed concern at the increase in gasoline prices. The Mission received many requests for improvements to piers in the outer islands. Perhaps civil action teams could be made responsible for that kind of operation.

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

## 2. Air transport

302. Air Micronesia operates a service between Honolulu, Majuro, Kwajalein, Ponape, Truk, Guam and Saipan. Yap and Palau are also served by this airline. Air Nauru operates a service covering Ponape and Majuro. The Visiting Mission was pleased to note the improvements being made to airport runways at major centres, particularly in Truk and Ponape, which can accommodate commercial aircraft such as Boeing 727s. At Kosrae, a new runway is being provided. The Visiting Mission hopes that work will soon begin on improving the Yap runway.

303. The emergency evacuation service will continue to be very important for the Trust Territory. Several airlines are operating in the Territory with small aircraft, of the kind provided by Pacific Missionary Aviation, which the Mission borrowed in order to visit Ulithi, and which has a service to Yap and Kosrae.

304. Other airlines are Ponape Air Service (Ponape/Kosrae); Aero Belau (Palau); Caroline Air Service (Truk); Trans Micronesia Airways (Ponape/Kosrae, Yap/Guam); and Island Air (Northern Mariana Islands and charter flights between Palau and Yap). The Mission noted with interest that the Marshall Islands has just concluded a contract with Australia for the purchase of two small aircraft for communications within the Marshall Islands.

305. Although it has become costly, air transport seems to provide one of the best means of enabling Micronesia to expand its ties with the countries of the region. In that connexion, the Mission hopes that air services to Australia, Papua New Guinea and the Philippines can be arranged.

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

### 3. Roads

307. In population centres in all the territorial entities, except for the Northern Mariana Islands and the Marshall Islands, the inhabitants reiterated complaints addressed to the 1976 Visiting Mission. At Truk and Ponape, among other places, where the water run-off problem seems to have been neglected, the roads were in a deplorable condition. Assistance from civic action teams has been sought, particularly in the municipalities of the island of Babelthuap. However, the Mission was told that those teams abandoned the work site before completing their work. The inhabitants of the Municipality of Kitti (Ponape), with a population of 3,000, complained that there was no access road to the centre of the island.

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

### J. Tourism

309. According to five-year indicative development plan, Micronesia can be considered an attractive region for tourism. It has varied scenery, beautiful beaches and an interesting historical and cultural past. Under the plan, tourism is considered likely to take third place in the order of priorities for the Territory's development.

310. So far, the tourist industry has been mainly developed in the Northern Mariana Islands. Of the approximately 129,000 visitors to the Territory in 1979, 103,500 went to the Northern Mariana Islands. Of that number, most numerous were Japanese tourists visiting Saipan. In this connexion, the Mission welcomes the agreement to establish a direct air service between Saipan and Tokyo. Although the amount of money spent by the visitors has been estimated at \$US 52 million for 1979 (including air transport), one would still have to know what percentage of that total directly benefited the economy of the Northern Mariana Islands. The Mission was informed that 1,200 heads of family were employed in the tourist sector.

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

312. In order to set up such an industry, there would first have to be a well-developed infrastructure (roads, water supply and electricity) as well as a potential tourist market. According to representatives of United States travel agencies whom the members of the Visiting Mission met at Palau, a sum of \$US 3,000 per person would have to be charged for a 15-day stay (for a trip originating in the United States). The continual rise in air fares could constitute a significant obstacle, as could competition from other places situated nearer tourist potentials. As the Mission has pointed out, Micronesia is still largely dependent on the outside world, and it can be expected that the currency brought in by tourists would actually be used to finance imports of foreign goods needed to meet their needs. The development of handicrafts could, however, offset that trend. It is possible that although such a resource could create jobs it could also be detrimental to the environment and to existing social structures.

#### K. Investments

313. The choice of investments must be made if the Territory is to reach the stage of being capable of sustaining its own economic development. If an effort is to be made to ensure self-sufficiency for the population of the Territory, it must be realized that financing is still a fundamental problem. As can be seen from a survey of the potential resources of Micronesia, the Territory's needs remain considerable. It is therefore necessary to emphasize fully the importance of setting priorities in the choice of investments.

314. It has been noted that private savings have not been capable of financing even the private sector. Consequently, assistance will have to be sought from government sources. Although the Administering Authority has taken steps to encourage foreign private investment, including the granting of most-favoured-nation status to the Trust Territory in April 1974, it is a known fact that private investors will not tie up capital in the production sector unless they are sure of making profits that they will not find elsewhere. But the wage level (the daily wage of a Micronesian in the agricultural sector is estimated at approximately \$US 10 while that of a Filipino is only \$US 2), the inadequate infrastructure, the lack of skilled labour and the cost of transport are all factors likely to discourage foreign investors.

315. It has thus been largely as a result of financial assistance from the United States that investments have been made in the Territory in recent years. In 1976, the Administering Authority undertook to provide the Micronesian economy with an infrastructure that would enable it to sustain progress towards economic self-sufficiency by 1981. A plan for an investment programme (the Capital Improvement Program) was drawn up with assistance from UNDP in 1976. The plan lists approximately 100 projects for investment in airports, harbours, shipping, roads, water supply systems, electric power stations, schools and hospitals.

316. According to the information provided, the Administering Authority has spent \$US 180 million (in current dollars) on the investment programme for the four-year period 1977-1980. This represents about 16 per cent of all investments (estimated at approximately \$US 1,116 million) made by the Administering Authority in the Trust Territory during period 1947 - 1980.

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

#### L. International assistance

318. The degree of dependence of the Micronesian economy shows to what extent outside assistance will remain essential for the future development of Micronesia, once the Trusteeship Agreement is terminated. Moreover, Micronesia's development problems are such as to show how advantageous it could be for Micronesia, first, to trade with countries of the region that are undergoing experiences similar to its own and, secondly, to diversify the assistance it is to receive by having recourse to assistance from countries of the region that already have a tradition in this field (cf. fishing and transport) and to multilateral assistance.

319. During its stay in the Territory, the Visiting Mission was frequently asked whether the assistance that the Trust Territory was receiving from the United Nations would be maintained or strengthened once the Trusteeship Agreement was terminated.

320. It was pointed out that in October 1975, the Administering Authority had requested assistance from UNDP in the preparation of a five-year indicative development plan (see paras. 245 and 254 above).

321. The implementation of that plan led to the drawing up in January 1977 of a country programme with an indicative planning figure of \$US 1 million for five years (1977-1981), to be provided by UNDP.

322. The programme established covered the following three fields:

(a) Planning (utilizing 47 per cent of the funds).

This project has so far supplied 3 full-time experts, 6 associate experts and 29 consultants. In addition, training fellowships in development planning have been granted to two Micronesians.

(b) Manpower (utilizing 4 per cent of the funds).

The purpose of this project is to make it possible to identify present occupational categories and the volume of skilled personnel required to develop the productive sector and maintain the infrastructure essential for the Territory's development. A skills survey is on the point of completion.

(c) Agriculture and marine resources (utilizing 49 per cent of the funds).

Programmes and projects to develop two of what may be considered priority activities for the Trust Territory are under way but require extensive work, in the view of the experts. An integrated feed-mill and livestock production programme is under consideration. The United Nations is providing a livestock expert for that purpose.

323. Since the United Nations effort under the country programme has been chiefly concerned with planning and economic policy rather than production, the Visiting Mission considers that it might be advantageous for the Micronesian economy to consider the possibility of raising the indicative planning figure, which was determined in 1977.

324. At the same time, the specialized agencies and other organizations within the United Nations system have provided assistance under their own programmes either on the basis of advisory mission (ESCAP, UNIDO, the Food and Agriculture Organization of the United Nations (FAO), the International Labour Organisation (ILO), WHO and the United Nations Fund for Population Activities (UNFPA)), in the form of training fellowships (WHO from 1977 to 1979, \$US 258,000), a project to develop agricultural equipment (FAO, \$US 29,300) and a project to promote handicrafts (ILO).

325. At the regional level, in April 1980 the United States representative to SPC requested that the Mariana Islands, the Federated States of Micronesia and the Marshall Islands be admitted to membership in the Commission. The Micronesians had hitherto been represented by the Administering Authority in that body.

326. Similarly, authorization was given for the Federated States of Micronesia to become a member of the South Pacific Bureau for Economic Co-operation. Their candidacy for the Forum of that body has been deferred until such time as the Federated States have chosen their future political status.

327. The leaders and members of the public of Micronesia to whom the Visiting Mission talked expressed their concern regarding the risk of isolation of the Trust Territory once the Trusteeship Agreement had been terminated. The Visiting Mission considers it highly desirable that the Micronesians should be encouraged to develop relationships at the regional level, which would enable them to benefit from the development experience of their neighbours. It also believes that multilateral aid programmes should allow for more participation by Micronesians. On the basis of their experience, they could thus make a constructive contribution to the implementation of such programmes.

M. Third United Nations Conference on the Law of the Sea

328. The Mission found throughout its visit that Micronesians everywhere attached great importance to the Third United Nations Conference on the Law of the Sea.
329. Since 1975, the Micronesians have had observer status at the Conference in accordance with General Assembly resolution 3334 (XXIX) of 17 December 1974. This has enabled them to put forward their views, which were not necessarily shared by the Administering Authority.
330. Until 1979, the Trust Territory was represented at sessions of the Conference by a delegation composed of members of the Congress of Micronesia. At the ninth session, held at New York from 28 February to 4 April 1980, the delegation of the Trust Territory was composed of representatives of the three newly created entities (the Federated States of Micronesia, the Marshall Islands and Palau).
331. During the session, a written statement was circulated on 21 March by the representative of the Federated States of Micronesia and the Marshall Islands, concerning parties signatory to the Convention (article 298 bis). In that document, they requested that the suggestion made by the representatives of the Federated States of Micronesia on 23 August 1979, during the eighth session of the Conference, which had been intended to supplement an informal proposal submitted by Australia, Fiji, New Zealand, Papua New Guinea and Samoa (document FC/10 of 15 August 1979), should now be disregarded. Instead, the delegation lent its support to an informal proposal made on 20 March 1980 by the Philippines and Solomon Islands (document FC/19), that the following text be inserted after the reference to signature by States:
- "and by self-governing associated States which in accordance with their respective instruments of association have competence over foreign affairs, including the matters governed by this Convention".
332. In endorsing that wording, the representatives concerned noted that the negotiations with the Administering Authority progressed and that the Federated States of Micronesia, the Marshall Islands and Palau would soon be three self-governing association States having competence over foreign affairs, including the matter governed by the Convention. The Trust Territory delegation stated that it had received assurances on that point from the Administering Authority during the January 1980 negotiations at Kona, Hawaii (see para. 525 below).
333. During the Mission's visit to the Northern Mariana Islands, the leaders of that entity complained to it that the Administering Authority had taken no action on their request to participate in the Conference (see para. 161 above).

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

## SOCIAL ADVANCEMENT

A. Medical and health services1. General

335. Medical and health services in the Territory are administered by the Department of Health Services of the Trust Territory Government, which is responsible for the over-all planning, organizing and administering of medical and health programmes. Responsibility for all these services is progressively being transferred to the entities which now have constitutional governments.

336. The Government of the Marshall Islands informed the Mission that it had concluded an agreement with the Seventh-day Adventist Mission, Guam-Micronesia, for the latter to take over the control and management of the health services from the existing Ministry of Health Services. The Government had taken that decision because it believed that the task should be discharged by an organization with experience and competence in the field of health services. The Seventh-day Adventist Mission had agreed to provide the management services required by the Government on condition that the provision of such services did not require additional funding from the contractor. 21/

337. As noted by the Trusteeship Council at its forty-sixth session. 22/ there has been progress in strengthening the health and hospital infrastructure of the Territory. Many problems however still remain, notably the shortage of qualified doctors, nurses and technical personnel, the supply problem and the problem of maintenance. The last is exacerbated by the climate, the difficulty and cost of obtaining spare parts and the lack of trained personnel to carry out maintenance work, particularly in the case of sophisticated equipment.

338. The Administering Authority reports that the Health Manpower Training Program for the Trust Territory is operational. The programme, which is located in Ponape, offers courses of study in all aspects of health care, including special training in psychiatry at the School of Medicine, University of Hawaii.

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21/ The Visiting Mission was given a text of the agreement which is in the files of the Trusteeship Council.

22/ Official Records of the Security Council, Thirty-fourth Year, Special Supplement No. 1 (S/13759), para. 725.

## 2. Staffing

339. The medical staff of the Trust Territory are part of the public service. In 1979, there were 876 persons on the staff of the Department of Health Services (excluding those employed in the Northern Mariana Islands). Of this number, 42 were physicians, 47 were physicians' assistants trained under the MEDEX programme (which has now been discontinued), 19 were dentists, 10 were registered nurses, 166 were graduate nurses, 353 were health assistants or practical nurses and 65 were dental nurses/technicians. All the hospitals visited by the Mission had one or more Micronesian doctors on their staffs, but the number of qualified Micronesians is still too few to run the hospitals without also employing some doctors from overseas. Most nurses and health assistants are now Micronesians.

340. In 1978, the Department of Health and Environmental Services of the Northern Mariana Islands had 149 staff members, of whom 10 were physicians, 3 were physicians' assistants trained under the MEDEX programme, 4 were dentists, 7 were registered nurses, 36 were graduate nurses and 26 were practical nurses.

341. The health services still experience difficulties in recruiting suitably qualified young Micronesian doctors. The Mission suggests that the territorial Governments might wish to consider offering incentives to encourage young people to study medicine. Such scholarships might, on the one hand, guarantee a medical appointment in Micronesia for a given period of time after qualifying; and on the other, require an undertaking from the student to practice in Micronesia for a specified number of years, failing which, he would have to refund the amount of the grant or scholarship which financed his studies. The latter condition would be designed to discourage a "brain-drain".

## 3. Health facilities

### (a) Hospitals

342. There are two hospitals in the Marshall Islands (at Majuro and Ebeye); two in the Northern Mariana Islands (at Saipan and Rota); one in each of the component states of the Federated States of Micronesia; and one in Palau.

343. According to recent statistics, there was a decrease in the number of dispensaries from 173 in 1978 to 165 in 1979, not including the Northern Mariana Islands.

344. During its visit, the Mission was told that more dispensaries were needed, and that some had been closed down for lack of funds or personnel. Since the dispensaries are the corner-stone of the health services in the Trust Territory, particularly in the outer islands, it is regrettable that a reduction in their number, rather than an increase, appears to be taking place. The dispensary situation is discussed further below.

345. The Mission visited the hospital in Ponape, which although built only two years previously, is already experiencing serious maintenance problems (especially in regard to the boiler system). The original plan to use the hospital as a referral hospital for the entire Territory has not been successful so far because of staffing and other problems. A dental programme is scheduled to start in the next few months as part of the Health Manpower Training Program and it is envisaged that the hospital will become a regional training centre. The Mission was informed that the cost of running the hospital is high, and that the 1978/79 budget for supplies was \$US 200,000; the cost of medication was estimated at between \$US 400,000 and \$US 500,000; and the maintenance cost at \$US 300,000. The hospital maintains close contacts with WHO and the Mission was informed that it was hoped that that organization would help to alleviate the hospital's budget deficit.;

346. The Mission is pleased to note that the Administering Authority has authorized an appropriation of \$US 24.4 million to build a new hospital in the Northern Mariana Islands, particularly as the present hospital at Saipan has been found to be antiquated, dangerous and impossible to renovate; and that the hospital at Majuro, Marshall Islands, has been substantially improved as an interim measure until the new hospital is built. Conditions in that hospital were described in the report of the United Nations visiting mission which visited the Marshall Islands in March 1979. 23/ The Mission was particularly impressed by the new hospital at Yap, and noted with great satisfaction that special care is being taken in regard to its maintenance. The hospital at Kosrae is also new and the buildings are excellent, but the Mission learned that it was having trouble with its electric generator and some other equipment due to difficulties in obtaining spare parts and skilled maintenance workers.

347. The Mission was, on the other hand, seriously concerned over the deterioration in the condition of the hospital at Truk, which had been highly praised by the 1976 Visiting Mission. The present Mission was informed at a meeting with the President, the Cabinet and members of the Congress of the Federated States of Micronesia that it had been constructed at a cost of \$US 4 million and that \$US 1 million would now be required to restore it to its original condition. The Mission visited the hospital on a wet day and found that, throughout the building, the roof was leaking to an extent which constituted a fire hazard because the electric wiring was not protected. The wards were so dark that the patients had to be taken to a special room to be examined. The Ebeye hospital is also a cause for concern. It is understaffed and ill-equipped and the roof leaks.

348. At meetings with officials and the local people through the Territory, the Mission was informed that one of the major problems in the field of health care was the high cost of maintenance. As noted by the 1976 Visiting Mission, as well as by other recent United Nations missions which have visited the Territory to observe referenda, that was due partly to the use of materials unsuited to the prevailing climate and partly to poor workmanship

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23/ Official Records of the Trusteeship Council, Forty-sixth Session, Supplement No. 3 (T/1805), paras. 134-142.

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

(b) Dispensaries

349. Despite efforts to provide new dispensaries under the Hill-Burton Dispensary Program, the number of dispensaries and medical posts in the Territory appears to have decreased. The Mission was informed on a number of occasions that dispensaries had been closed owing to lack of staff or funds. The Mission visited dispensaries almost everywhere it went. <sup>24/</sup> Although some of these met with modern requirements and were well-equipped, a number were situated in inadequate buildings. Almost every dispensary visited by the Mission experienced problems in obtaining medical supplies; some had completely run out of essential drugs in common use. All complained of the slowness and uncertainty of deliveries, especially in the outer islands where visits by field trip ships did not follow a regular schedule and were often diverted, for example to take an emergency case to the hospital. The Mission visited the new dispensary at Ulithi, which is very well constructed, but unfortunately at the time of the Mission's visit it was experiencing supply problems.

350. The Mission was concerned to discover that not only were dispensaries being closed because of lack of staff, but that the MEDEX staff who operated the dispensaries in the past had been replaced by health assistants, some of whom had received as little as nine months' training. The situation is particularly serious in the case of the outer islands. It is also a false economy since it increases the number of medical referrals.

4. Medical referrals

351. At each hospital it visited, the Mission heard complaints from every official concerned with health problems that the exorbitant and escalating cost of medical referrals absorbed far too high a proportion of the total health budgets. There are two categories of health referrals: patients from the outer islands sent to hospitals within the Territory; and patients referred to hospitals overseas for medical treatment which cannot at present be obtained in Micronesia. In a Territory made up of scattered islands and

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<sup>24/</sup> It was shocked when it visited the municipality of Kitti (Ponape) to see that a dispensary built one year previously under the Hill-Burton programme was in ruins because of lack of staff to supervise the building.

atolls, some of which are hundreds of kilometres from the population centres, the first category of referral is unavoidable. It would be uneconomical to build hospitals on remote atolls with small populations. Although referrals might be somewhat reduced by improving the standard of island dispensaries, there will always be a need to refer emergency cases requiring special treatment. The efficient working of this system depends on good communications, including both the network of small radio stations linking the islands to the hospitals which service them and sea and air communications. Communication by sea is very slow. It is also costly and diverting a field ship disturbs the outer island supply system. When the Mission travelled by field ship to the Lower Mortlocks, it made an unscheduled call at Kuttu to deliver much-needed supplies, including food and medicine, which had been held up because the regular field ship had been diverted for an emergency hospital case. The Mission considers that the building of air-strips might be helpful in this context. This is of great importance for the inhabitants of outer islands who depend on communications for their basic needs.

352. The second category, i.e. referrals outside the Trust Territory, is not only much more costly, but is also more capable of reduction. One way of reducing such referrals, which is currently being tried, is to use the Ponape Hospital as a referral centre for the Trust Territory. A new idea, which the Mission was told about in Saipan, is to reverse the present procedure and send specialists to the patients. Specialists would make short visits to the various hospitals in the Trust Territory to perform operations or give advanced medical treatment which could not be carried out locally. Specialists would bring with them any sophisticated equipment and/or specially qualified nurses required, and efforts would be made to reserve the treatment of serious, but not urgent, cases for such visits, so that the visiting specialists could deal with a number of cases. The Mission was told that that system was very much less expensive and also less disruptive for the patients. It would seem to be a promising suggestion.

#### 5. Public health

353. The major causes of death in the Trust Territory in 1979 were heart and cancer diseases (12.4 and 12.0 per cent respectively), followed by intestinal diseases (8.7 per cent), influenza (7.4 per cent), accidents (7.4 per cent) and bronchitis (5.7 per cent). Concern was expressed about the increasing number of cases of diabetes.

354. The statistics provided by the Administering Authority show a marked reduction in cases of influenza, respiratory infections, measles and dysentery, which attests to the success of the vaccination programme carried out in the Trust Territory. The most remarkable reduction reported was in the number of cases of amoebiasis, which decreased from 3,497 in 1978 to 865 in 1979.

355. The mortality rate in the Territory, excluding the Northern Mariana Islands, is reported to have declined from 5.2 per 1,000 in 1977 to 3.4 per 1,000 in 1978.

356. According to information provided by the Administering Authority, 46.3 per cent of the total deaths were of persons 50 years of age and older, 18.1 per cent of children under 1 year, and 13.7 per cent of children from 1 to 4 years of age.

357. The infant mortality rate in 1978 was reported at 28 per 1,000 live births for the Federated States of Micronesia, the Marshall Islands and Palau, and 14.2 per 1,000 for the Northern Mariana Islands. According to information provided by the Administering Authority, this rate is expected to be reduced by 20 per cent in 1980 through the improvement of prenatal and paediatric care, clinic and laboratory facilities and nutritional education programmes both for technical personnel and the public. Although these figures show an improvement in health care in the Territory, the Mission is aware of the fact that health standards in the Territory need to be raised. As stated above, there is a shortage of drugs and other medical supplies, a shortage of nurses and physicians and the continuing problem of proper maintenance of hospitals and dispensaries.

358. The Administering Authority is to be commended for its continuing efforts to improve health standards in the Trust Territory, as attested to by the increase in appropriations for health care throughout the years. In the last decade, these appropriations have increased from \$US 4.3 million to \$US 7.6 million.

#### B. Population growth and family planning

359. According to 1980 estimates, the population of the Trust Territory totalled 136,500. Its annual growth rate, estimated at 3.6 per cent, is one of the highest in the world.

360. There was a decrease in the crude birth-rate in the Trust Territory in 1978, but it is still very high, and is a cause of concern.

361. Family planning services continue to be available in the hospitals, but the subject is not given much publicity and there is a good deal of passive opposition to the whole concept for religious and social reasons.

362. During its visit to Majuro, the Mission met with a representative of UNFPA who was visiting the Territory from the agency's regional office in Suva (Fiji) to discuss, among other problems, family planning projects with the authorities concerned. The representatives of UNFPA said that the agency would be prepared to provide experts and to organize workshops and seminars in family planning. It would also help finance the programme. The main objective of the agency is to concentrate on population and its effects on development.

363. In the Mission's view, this might be a sensible approach. Birth-control, as the 1976 Visiting Mission pointed out, runs counter to the cultural and social traditions of the population and is unlikely to be accepted until the present economic and social reasons for the maintenance of an extended family system, with many children, are no longer relevant. From conversations which it had on this subject with some of the leaders, the Mission gained the impression that the latter are becoming concerned about the rapid increase in the population and are beginning to recognize the need for a more vigorous campaign in support of family planning. The leaders are in the best position to make their people conscious that a population explosion poses a genuine threat not only to their future development prospects but also to their existing standards of living.

### C. Community development

364. The Community Development Division, established in 1963, continues to be the principal organization co-ordinating social service programmes in the Territory. In addition, there are community action agencies and civic action teams involved in community development.

365. The Community Development Division co-ordinates various governmental programmes, provides technical advice for self-help activities and gives support to various community groups such as women's and youth organizations. One of its main activities is the grant-in-aid programme, through which the Administration extends financial and technical assistance to local communities in planning and executing public projects where local funds are inadequate, for example, the construction of roads, schools, dispensaries, ferry-boats or generating plants.

366. According to information provided by the Administering Authority, since 1967, about 400 community projects, valued at approximately \$US 3.2 million, have been funded through the grant-in-aid programme. It is estimated that during 1978/79 approximately \$US 150,000 were spent under this programme on community development projects.

367. Apart from the Administration's grant-in-aid programme, the entities of the Trust Territory finance similar projects through local revenues. There are community action agencies which provide comprehensive social services in the various entities. In the Northern Mariana Islands, the agency responsible for community matters is the Department of Community and Cultural Affairs. The Department is responsible for the family food distribution and the grant-in-aid programmes. It also advises community groups, and assists the elderly.

368. As previous Missions have observed, there continues to be too much reliance on external aid for financing community activities. The present Mission hopes that the people in the various entities will recognize the need to participate more actively in community projects and will voluntarily participate in such projects.

369. In three of the places visited, the Mission was pleased to note impressive examples of community action. In Tol (Truk), the villages were building a vocational centre on land donated by one of the village leaders; in two villages, in Western Babelthaup (Palau), the local communities, both men and women, had built stretches of road and a bridge (the latter opened by the Chairwoman of the Visiting Mission in a ceremony in which all the villagers participated).

### D. Low-cost housing

370. According to information provided by the Administering Authority, in 1978, there were an estimated 13,000 housing units in the Trust Territory, 36 per cent of which were in poor condition. The Administering Authority recognizes that, owing to the badly deteriorated housing

supply, over-crowding (an average of 8.7 persons per household), and a rapidly growing population, over 1,000 units will have to be constructed or rehabilitated each year to meet housing needs.

371. In order to meet these demands, the United States Department of Housing and Urban Development (HUD) has allocated \$US 1 million for construction and improvement. In addition, HUD has allocated \$US 220,000 to be used as "rent subsidies" for low-income families. Under the combined sponsorship of various United States agencies, 103 new housing units were constructed and 539 were rehabilitated in 1978.

372. The Mission visited a number of low-cost housing units during its tour. It commends the Administering Authority for the number of new houses it has provided. The Mission was, however, concerned that no local material had been used in the construction. It considered that this might result in high maintenance costs and, moreover, that utilization of local materials would have encouraged local enterprise.

#### E. Status of women and women's organizations

373. Women in the Trust Territory are equal with men under the law. They have access to courts and possess equally the right to own property, dispose of earnings, act as guardians, engage in business and employment, hold public office and vote. Spouses are not responsible for each other's debts, either in civil law or local custom. The Administration offers both sexes the same opportunities for education, special training and cultural development,

374. Micronesian women are beginning to participate in increasing numbers in official and social activities. Girls attend schools in the Territory and a minority pursue further studies abroad. In all the schools visited by the Mission, boys and girls were enrolled in about equal numbers and the teachers said that parents were eager for their daughters to attend school. Although there were some women among the students who met with the Mission in Hawaii and Guam, they were in the minority. However, as previous Missions have observed, there are as yet very few women in high positions, either in Government or in the private sector.

375. The Mission was pleased to see that women's organizations, particularly in Saipan and Majuro, continue to be active, and have been involved in the political process taking place in their districts. In Palau there are also women's organizations, one of which met with the Visiting Mission and informed the Mission about a handicraft project.

376. Nevertheless, as in many other countries, women in the Trust Territory are still, because of traditional and social barriers, at a disadvantage when seeking positions. The Mission urges the authorities to continue to keep in mind the importance of women playing a full and equal part in economic, social and political development in the Trust Territory. It wishes to point out that many problems lie ahead and that no country can afford to neglect the potential contribution of half its population.

## F. Youth Questions

377. Juvenile delinquency is an increasing source of concern in the Territory, although the problem is less acute in Micronesia than in many parts of the world, due perhaps to the extended family system. As previously noted, the increase in juvenile delinquency appears to be mainly caused by lack of job opportunities and the drift to the urban centres where youth are no longer subject to family influence and control. Alcoholism is also a problem and, to a lesser extent, drug abuse.

378. The prevention of juvenile delinquency is the joint concern of the Office of Public Safety and the Division of Community Development. The Palau, Yap and the Marshall Islands legislatures have created interagency planning boards to develop youth services bureaux. In addition, citizen groups have been organized to deal with the problem.

379. The Trusteeship Council has for some time expressed concern over the related problems of youth unemployment and youth delinquency. The Mission therefore discussed these problems with doctors, social workers and local authorities during its visit. It also met with the Director of the Justice Improvement Commission in Saipan, who told them about programmes which deal with these problems. One recent initiative, which is reportedly having some success, is the introduction of "Outward Bound" programmes for unemployed and potentially delinquent youths. These programmes, which have proved popular and effective in many parts of the world, teach young people sailing, mountain climbing, boat building, etc. and are designed to provide interesting and demanding activities, teach new skills and encourage self-sufficiency. The Mission wishes to commend the Outward Bound programme and to express the hope that it will be expanded. Another interesting programme, entitled the Young Adult Conservation Corps, trains unemployed young adults in basic skills and also employs them on a variety of outdoor projects (see para. 426 below). The aim of the programme is to improve their prospects of finding work. Other youth programmes in operation in the Territory include the Neighbourhood Youth Program, set up in 1968 by the Federal Government to train young people in special trades.

380. The Aloha Council of the Boy Scouts of America continues to furnish technical assistance in training volunteer scout leaders and helps to mobilize community resources for scout purposes.

## G. Peace Corps

381. Since the Peace Corps became active in the Trust Territory in 1966, more than 3,000 volunteers have served in education and other fields. The Peace Corps has provided architects, engineers, lawyers, health experts, accountants, construction workers, etc. The most important contribution of the Corps has been in the field of education.

382. The Peace Corps operates in Micronesia under two guidelines: The Act of the United States Congress which created the Peace Corps and a Memorandum of Agreement between the High Commissioner for the Trust Territory and the Director of the Peace Corps in Micronesia, pertaining specifically to Peace Corps assistance to the people and to the territorial Administration.

383. There are at present 148 Peace Corps volunteers in Micronesia. Of these, 40 were serving in Ponape; 28 in Palau, 27 in the Marshall Islands, 23 in Truk, 21 in Yap, 7 in Kosrae and 2 in the Northern Mariana Islands. 25/

384. The Mission held a meeting in Yap with a group of Peace Corps volunteers, most of whom were working in the field of education, although one was working in the Public Defender's Office. The group made the suggestion that volunteers should receive more extensive preparatory training which should relate more closely to the conditions in the country in which they would be serving. The Mission also met the Regional Director of the Peace Corps in Saipan. He told the Mission that at the present time the Corps' programme was mainly concerned with health and education, preventive medicine, agriculture and fisheries, promotion of small businesses, development of youth and dealing with problems of unemployment, suicide, drug addiction and alcoholism. He said that although the Peace Corps was still involved in special, vocational and adult education, it was trying to phase out of other areas of education because it believed that there were now sufficient qualified Micronesians for that purpose. Unfortunately, many young Micronesian graduates were attracted to government employment and had no incentive to enter the teaching profession.

385. The Regional Director said that the aim of the Peace Corps was to promote self-sufficiency. It therefore encouraged technical training, the establishment of small industries and subsistence farming. The Corps originally operated through the Administering Authority, but it now operated at the local level. One of its present aims was to help the people in the villages plan their own programmes. The Regional Director told the Mission that the Peace Corps expects shortly to increase the number of volunteers in the Territory.

386. The Mission commends the work of the Peace Corps in Micronesia. It heard good reports on the activities of the Corps from many quarters and the majority of Peace Corps volunteers appear to have established good relations with the people of the Trust Territory.

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25/ The Peace Corps programme in the Northern Mariana Islands is to be phased out and replaced by VISTA utilizing locally recruited volunteers.

## H. Disaster relief for Majuro

387. Between 27 November and 3 December 1979 a series of tidal waves devastated the central and most populated area of Majuro (Marshall Islands), destroying, or severely damaging, houses, including much of the business area, drowning livestock, sinking fishing boats and removing the top soil. The final tidal surge on 3 December destroyed Majuro's communications with the outside world.

388. As soon as communications were re-established and the extent of the damage was recognized, Majuro was declared a disaster area and relief supplies were flown in by the United States Navy. Although between 300 and 500 people were rendered homeless, there was, miraculously, no loss of life. The victims of the disaster were temporarily rehoused in a series of "tent cities" in areas of the atoll which had not been affected. The Visiting Mission toured the area soon after it arrived and was deeply distressed to see the devastation that had been caused. It also toured the encampments and talked to some of the victims.

389. Two agencies, FEMA (see para. 41 above) and International Committee of the Red Cross (ICRC) were primarily responsible for the organization of relief. FEMA, in co-operation with the Marshall Islands government, provided grants of up to \$US 5,000 per household under an individual and family grant programme. Of this amount, 75 per cent was provided by FEMA and 25 per cent by the local government. This programme was designed to meet the immediate local needs at the time of the disaster. At a meeting with representatives of FEMA, the Mission was told that the agency would probably disburse up to \$US 3 million in grants, mainly for housing and for the replacement of lost household equipment (refrigerators, cooking stoves, etc.). The services of ICRC were complementary to those of FEMA. Immediately following the disaster, ICRC sent teams and relief supplies to Majuro and co-ordinated the distribution of tents and goods to needy families.

390. At the time of the Mission's visit to the area, representatives of the Small Business Administration (SBA) were also in Majuro at the request of FEMA, in order to organize business loans for qualified small businesses affected by the disaster. The Mission was informed that the terms set for such loans were more flexible than loans provided by any other source, and that SBA had already granted 25 business loans and would probably grant loans to a total of up to \$US 3 million in Majuro.

391. The Mission discussed the problems posed by the disaster with the President of the Government of the Marshall Islands during its visit to Majuro and with the High Commissioner and his staff at Saipan. The President told the Mission that in rebuilding the area it was hoped to avoid the previous overcrowding which had constituted a fire hazard, and generally to improve housing conditions in the area through careful planning. He said that some victims had been persuaded to return to the outer islands from which they had originated; the Government was supplying free building material as an incentive to encourage their return. At a meeting with the

High Commissioner and his staff at Saipan, the Mission was informed that the Administering Authority hoped to secure supplementary funds amounting to approximately \$US 1.5 million. It was probable that HUD would provide this money. It was also expected that supplementary funds estimated at approximately \$US 140,000 would be provided by the Administering Authority. The Mission was also informed that a land use plan had been requested for the atoll to enable the Administration to carry out a study of land availability and to identify areas which should be reserved, or which were prone to flooding, in order to determine where rebuilding should take place.

## CHAPTER V

### EDUCATIONAL ADVANCEMENT

#### A. General

392. The educational framework for the Federated States of Micronesia, the Marshall Islands and Palau is defined in Public Law 3C-36 of 10 October 1969. According to this law, the purpose of education in the Territory is, inter alia, to develop the human resources of Micronesia in order to prepare the people for self-government and to provide them with the skills which will be required in the development of the Territory.

393. The educational framework for the Northern Mariana Islands is set out in the Executive Branch Organization Act of 1978. The Act provides for a Bureau of Education to be headed by a Superintendent of Education. It also provides for a Board of Education which would be a policy-making body of the Department of Education. The educational policies defined in Title 41 of the Trust Territory Code continue to be applicable for the operation of the educational programmes of the Northern Mariana Islands that are financed from federal project grants through the Trust Territory.

394. Attendance at public or private schools is required of all children between the ages of 6 and 14 years, or until graduation from elementary school. Free education is provided in elementary and secondary public schools.

395. As noted by the Trusteeship Council at its forty-sixth session and in previous sessions, the Administering Authority has an excellent record in the field of education, in particular the provisional universal instruction at the primary level, the high rate of secondary school attendance and the increasing number of post-graduate students in the Trust Territory.

396. The Administering Authority has over the years made a major effort to raise the standards of both elementary and secondary school education. In conversation with Micronesians and at public meetings during its visit, the Mission noted that a number of them singled out education as a field in which they felt that the policy of the Administering Authority had been particularly commendable.

397. Inevitably, a number of problems still remain. Among these the Visiting Mission notes: the shortage of teachers, particularly qualified teachers; inadequate maintenance of school buildings; and the shortage of classrooms and of school supplies.

398. The Trusteeship Council and previous Visiting Missions have urged that greater emphasis be given to vocational and technical training. The present Visiting Mission wishes to reiterate this view. It was encouraged to note that those concerned with educational matters in the Trust Territory appear increasingly to recognize the importance of providing such training. The Mission either visited or was informed of a number of new projects in this field.

399. Unemployment among young people is one of the most serious problems facing the authorities in the various entities. The social consequences of this problem and the steps being taken to deal with them, have been discussed in the preceding chapter. The Visiting Mission believes that it is equally important that those concerned with the planning of educational policy should take into account the desirability of encouraging studies in subjects which will be relevant to the future development of the Trust Territory. This would not only be in the interest of the Territory, but would also be important for the students themselves, the majority of whom pursue their studies primarily with the aim of qualifying for a future career. It is particularly demoralizing after years of study to find that hard-earned qualifications prove to be in a field which offers no career opportunities. There is concern in Micronesia at the increasing number of suicides by young people, many of whom are reported to have been unemployed students or school drop-outs.

#### B. School construction

400. The poor maintenance of schools in the Trust Territory was a major subject of complaint to the Visiting Mission, and the latter itself observed that the condition of many school buildings left much to be desired. As in the case of hospitals, the Mission found that schools which had been highly praised by previous United Nations Missions had since fallen into disrepair. The school in Ebeye was a case in point. The Mission which visited Ebeye in 1976 inaugurated eight new classrooms which it described in its report as most impressive. In 1980 the Visiting Mission found them already in bad repair: the roof was leaking and most of the windows were broken. In Satawan (Truk) the floor and ceiling of the school cafeteria had been left unfinished and three dormitories were incomplete. At the Koror (Palau) elementary school, the Mission was informed that the electric lighting had been out of order for over a year and that requests to the local authorities for repairs had gone unheeded.

401. The climate in the Trust Territory is no doubt particularly to blame for the rapid deterioration of buildings. Sea breezes corrode the metal work and tropical storms cause further damage, but the prevalence of these climatic conditions only underlines the need for regular and competent maintenance. The Mission strongly recommends

that provision for the cost of maintenance be included in the budget in respect of all future government construction and that priority be given to training the local population to carry out maintenance work, including the maintenance of electrical equipment. In the long run, this would be much less costly than allowing buildings to deteriorate to the extent that they need to be replaced by new ones.

### C. Elementary education

402. In 1978, the total number of elementary school students was 31,250, of whom 28,000 were in public schools and 3,250 in private schools.

403. The teaching staff in the public elementary schools consisted of 1,286 Micronesian teachers and 40 non-Micronesian teachers. The teaching staff in the private schools consisted of 113 Micronesian teachers and 45 non-Micronesian teachers.

404. The Visiting Mission commends the Administering Authority for having established a system of free elementary education with what appears to be a remarkably high attendance rate. This achievement is particularly noteworthy given the problems of establishing and maintaining a school system on islands which are often situated at great distances from the main population centres.

405. The 1976 Visiting Mission pointed out that the future thrust of educational policy should be directed not so much at making elementary education universal, which had now been virtually achieved, but at improving its quality. The present Visiting Mission endorses this view. The rapid growth of the population -- in the Federated States of Micronesia 45 per cent of the population is under 15 years of age -- is reflected in an increasing number of children entering the school system. Consequently many of the schools complained of having too few classrooms. As there is also a shortage of teachers (in Ponape, for instance, the Mission was informed that there were only three teachers for grades 1 to 8) some schools visited by the Mission have been obliged to hold classes in two shifts. The Koror (Palau) elementary school was a case in point. There were also frequent complaints of lack of school supplies.

406. The 1976 Visiting Mission mentioned the shortage and uneven quality of text books. Although supplies are still a problem -- possibly a greater problem than in 1976 -- the Mission was pleased to see that most of the reading books were specially prepared for the Pacific region so that the stories and illustrations were relevant to the children's own cultural background (see para. 442 below).

407. The 1976 Visiting Mission also referred to the uneven quality of teachers. Although the present Mission was impressed by the enthusiasm and dedication of the teachers it met, the educational authorities and school principals with whom it discussed this problem confirmed that the majority of teachers were inadequately qualified.

#### D. Secondary education

408. In 1978, secondary education was provided in 18 public and 12 private schools. There were four public schools in the Northern Mariana Islands, six in Truk, three in Yap, two in the Marshall Islands and one each in Palau, Ponape and Kosrae. There were five private schools in Palau, four in the Marshall Islands and one each in the Northern Mariana Islands, Ponape and Truk.

409. Secondary school enrolment in 1978 totalled 6,287 students in public schools and 1,695 in private schools. The secondary school staff consisted of 566 teachers, 367 of whom were Micronesians.

410. The goal of the Administering Authority is to enable 80 per cent of elementary school graduates to attend secondary school. At present, various problems, notably a lack of accommodation, limit the number of eligible students who can go on to secondary school after completing their eighth year of elementary education. The Mission noted that the percentage of elementary school graduates continuing their education varied considerably in the different entities. In Palau, it was told that nearly all elementary school children went on to secondary school; in Truk, that only a small number did so; and in the Marshall Islands, that 40 per cent of elementary school graduates go to the public high school, a further 20 per cent to private high schools, and that the rest try again later, join vocational institutions, or go home to their families.

411. The need to improve the quality of education is the same at the secondary level as at the elementary level. Too many teachers possess qualifications which are not very different from those of an elementary school teacher. Moreover, the fact that many secondary school teachers do not have an adequate knowledge of English presents a particularly acute problem because, at the secondary level, all instruction is conducted in English. In this context the Mission was interested to learn that in January 1980, English language specialists from all areas of the Territory attended a meeting with an English language specialist from SPC to plan the formation of an English Teaching Unit in the Territory. The Unit is to be modelled on the English Teaching Unit in Fiji, where several Micronesian language specialists received intensive training in the use of the Tate Series. The Unit will instruct teachers how to use the SPC/Tate language development programme to teach all aspects of English language usage. The first phase of training is scheduled to start during the 1980 summer recess.

412. Facilities and instructional materials vary in quality from school to school, but in general the condition of the secondary schools is more satisfactory than that of the elementary schools.

413. At the Outer Islands High School at Ulithi (Yap) the Mission heard complaints about the failure of the state authorities at the State Centre to provide funds and spare parts which it needed for maintenance.

#### E. Vocational education

414. During January-February 1980, according to the Administering Authority, approximately 4,800 students were enrolled in regular vocational education programmes in grades 9 to 12. Courses included agriculture, construction, mechanics, home economics and co-operative education. Courses on skills relating to marine resources activities were offered at the Outer Island High School in Ulithi (Yap) and at Jaluit High School (Marshall Islands).

415. The Micronesian Board of Education (in accordance with the requirements of the Vocational Education Act as recently amended) is at present undertaking a survey of agricultural programmes in a representative group of schools. Board members and vocational education supervisors visited seven public high schools and interviewed principals, assistant principals, agricultural teachers and students. The Board's report, which is being submitted to the United States Department of Education, will also be used by the Vocational Planning Council to identify needs in the agricultural programmes in local schools and to strengthen those aspects of the programmes which have proved to be successful.

416. The two main institutions providing full-time vocational instruction are the Micronesian Occupational College (formerly known as the Micronesian Occupational Center) located on Koror (Palau) and the Ponape Agricultural and Trade School. The Mission visited both institutions.

417. The Micronesian Occupational College is in its tenth year. It offers courses in agriculture, the servicing of air-conditioning and refrigeration equipment, automobile maintenance, repair and painting, carpentry, bricklaying, electricity, plumbing, the maintenance and repair of small motors, diesel mechanics, cooking, sewing and dentistry. In 1978, 247 students attended the courses and 102 students received diplomas. A total of 1,064 students have graduated from the College. It also provides vocational education supervisors for all the entities of the Trust Territory.

418. The Mission had an interesting talk with the President and his staff and was shown round the College, which has a justifiably high reputation for its pioneering work in the vocational field and which attracts students from all the entities of Micronesia.

419. The Mission was informed that the College was considering introducing courses described as "cluster training" to train students in more than one field. This idea had been suggested by a survey of the placement of graduates of the College, which had shown that if their qualifications were too specialized and they failed to find an opening in their own particular field of study, they had difficulty in finding any other job appropriate to their educational qualifications.

420. The Mission also discussed the difficulties experienced by Micronesian students attending institutions of higher education overseas owing to the low standard of the Micronesian educational system. This problem was particularly serious in the case of technical subjects which required more advanced knowledge. The Mission was informed that the College was studying the problem and was considering the possibility of introducing a general one-year course in science and mathematics designed to help bridge the gap and also to provide some theoretical background for those training in practical skills of a technical character.

421. The Ponape Agricultural and Trade School offers a four-year course which covers agriculture, construction and mechanics. It has recently added a course for girls in domestic economy. The campus covers an area of 81 hectares, of which 28 hectares are under cultivation in order to permit both practical training and the cultivation of most of the school's food supply. The school, the first of its kind in Micronesia, prides itself on being almost self-sufficient in food. The Mission was given a lunch comprised entirely of school produce. It toured the premises, including the chicken and pig farms; the pigs were splendid specimens much in demand for breeding purposes. The school is now also producing soap and oil (both for cooking and cosmetics) made from coconuts. The school has always attracted students from all parts of the Trust Territory.

422. Vocational or pre-vocational courses on such subjects as carpentry, bricklaying, boat-building, the repair of small motors and mechanical trades in general are offered at all the Territory's secondary schools. All secondary schools also offer agricultural courses, and some give specialized instruction in such subjects as typing. Girls receive instruction in home economics and handicrafts. The Mission saw some of the food being cooked during its tours of various schools and was pleased to note that local ingredients such as coconuts were being used and the children were being instructed in nutrition. In 1975, 2,030 students were taking commercial courses, among whom 1,069 were learning secretarial skills and 570 were studying agriculture. The sum of \$US 1.8 million was allocated to courses of this type, which were conducted by a total of 151 teachers.

423. The College of Micronesia, in co-operation with the Ponape Agriculture and Trade School, offers teachers a two-year programme leading to an associate of science degree in secondary vocational education.

Summer vocational courses, including some agricultural work, are held in Majuro (Marshall Islands) for school teachers.

424. Vocational education in the Northern Mariana Islands emphasizes the practical use of skills and theory. A wide range of work is offered on campus and in the community.

425. An interesting vocational programme which deserves mention is the Micronesian Trades Apprenticeship Program, which is financed under the Comprehensive Employment and Training Act (CETA) and operated by the United States Naval Station on Guam. The programme was started in 1978 and provides a two-year course of trades training at the Navy Public Works Center in Guam. The Mission discussed the programme during its visit to Guam and was informed that it was extremely popular. There were 800 Micronesian applicants for 40 places. In addition, reference has already been made in the section on problems of youth (see para. 379 above) to the Young Adult Conservation Corps. This organization offers high school drop-outs training in practical skills such as plumbing, painting, carpentry and electrical repairs. Some of the graduates of the programme have been employed by Global Associates (at the Kwajalein Missile Range) and others by the local government in Ebeye for maintenance work, typing, etc.

426. The Trusteeship Council and previous Visiting Missions to the Trust Territory have repeatedly stressed the need to develop vocational education in Micronesia. Since the present Mission shares this view it was pleased to note the new programmes which have been introduced in this field since the report of the last Visiting Mission. It hopes that the authorities concerned will keep these programmes under continuous review to ensure that they are up to date with current needs in the labour field.

## F. Private schools

427. In accordance with Title 41 of the Trust Territory Code, private schools may be established only with the approval of the High Commissioner and on the recommendation of the Director of Education. The charters of such schools must be renewed every three years. Under the law, students in private schools receive from the Trust Territory the same benefits enjoyed by public school students in regard to transportation, insurance, medical services, textbooks and meals. The district legislatures help private schools to achieve their objectives. Private schools also receive funds from private sources, such as mission councils and companies.

428. Schools run by religious missions, particularly the Roman Catholic missions, are experiencing financial difficulties, however, and it is often difficult for them to maintain adequate standards. The Mindszenty Private Catholic High School (Palau), for instance, was experiencing financial difficulties for two reasons: (a) because a fire had destroyed a number of classrooms; and (b) because, after Palau became a separate entity in 1978, it had suffered a \$US 13,000 cut in its budget. As a result, it had been obliged to reduce its intake of pupils and to hold classes only in the morning.

429. In view of the quality of instruction provided at such establishments, the Visiting Mission believes that the authorities should make a greater effort to assist them.

## G. Staffing

430. In 1979, 88.4 per cent of the teachers in elementary schools and 91.6 per cent of those in secondary schools were Micronesians.

431. Although this increase obviously reflects the success of the teachers' training programmes existing in the Territory, the majority of the secondary school teachers still only have high school diplomas or the equivalent.

432. In this connexion, the Visiting Mission recalls with satisfaction the statement by the High Commissioner at the forty-fifth session of the Trusteeship Council concerning the promulgation of regulations for the certification of teachers by the Micronesian Board of Education and the requirement that within five years all teachers in the Territory should have acquired a two-year college degree.

433. The College of Micronesia offers a one-year training programme for persons with previous teaching experience in extension centres in all of the territorial entities, except the Northern Mariana Islands. The latter has its own series of college-level courses. During the summer of 1978, college-level courses were also offered in all of the territorial entities for in-service teachers.

434. Various programmes have been instituted to upgrade the qualifications of teachers for certification. The College of Micronesia offers courses both at its main campus and at extension centres for those planning to become teachers. It also offers courses for those who specialize in the teaching of handicapped children. The Micronesian Occupational College, in co-operation with the University of Hawaii, offers summer teacher-training courses in academic vocational fields. A number of teachers are sent to the University of Hawaii for training in language arts and curriculum writing.

435. In-service teacher education in the Northern Mariana Islands is offered primarily by the Department of Education in co-operation with the University of Guam, San Jose State University, the University of California, the University of Hawaii and the College of Micronesia. Several teachers and personnel of the Department of Education attended institutions of higher education in Guam, Hawaii and the United States in 1978.

436. According to the Administering Authority, a total of \$US 2 million will be allocated annually to the Trust Territory for teacher education. This amount is to be shared among the entities involved. Meetings between the Trust Territory Bureau of Education and the local directors of education are expected to be held soon to formulate a Territory-wide proposal for submission to the United States Department of Education.

437. The shortage of teachers at both the elementary and secondary school level has already been mentioned, as has the fact that the teaching profession cannot compete with the Civil Service which offers better financial prospects and is therefore able to attract the top graduates each year. If the level of teaching is to be raised, it will be necessary to offer better incentives to attract better qualified entrants.

438. In view of the importance of improving the level of education in preparation for self-government or independence, the educational authorities concerned may wish to give this problem further thought.

#### H. Curricula

439. Previous Visiting Missions have been critical of the fact that so many of the textbooks used in the Trust Territory are the same as those used in the United States and are therefore not relevant to the experience of Micronesian children.

440. Although the greater part of the curriculum used in the upper primary grades is still based on materials in mathematics, science and social studies developed outside Micronesia, a determined effort is now being made to develop a Micronesian education, suitable to its needs and preserving its cultural heritage.

441. The Marshall Islands project entitled Marshalls Traditional Culture Heritage (MATCH) is an excellent example of the type of project which should be encouraged in Micronesia. The Mission met with those involved in MATCH and heard about the interesting programmes they are organizing, including courses in Micronesian culture.

442. The Mission was pleased to observe that at most of the schools which it visited the children were using books with a regional background, some of which were published by SPC. However, the Mission would like particularly to commend the work being done by the Curriculum Development Center in Delap (Majuro). The centre is producing most attractive and well illustrated textbooks with a Micronesian background, which are in use in the local schools. It has also published books on Marshallese legends and proverbs and an English/Marshallese dictionary. The Mission considers it important that the children of Micronesia be taught about the history, culture and traditions of their own land and region of the world. It hopes that more will be done in this field.

443. The realities of Micronesia make it necessary to recognize the need for bilingual education. At the elementary school level, teaching is done in the local language at the earlier grades, with English being gradually introduced as a second language. At the secondary level, English is the language used, but programmes in local languages are being gradually introduced.

444. In 1979, 21 bilingual education specialists attended the Bilingual Education Program for Micronesia at the University of Hawaii. Participants from four districts attended a summer programme sponsored by the Bilingual/Bicultural Training Program at the University of Guam. Workshops in local languages for teachers and curriculum developers were also held in every district during 1979. In addition, two curriculum development specialists from each district and from the Northern Mariana Islands, attended courses in 1979 at the University of Hawaii's Pacific Area Languages Materials Development Center.

445. In the view of the Mission, these are welcome developments, as they will undoubtedly enhance the level of the curricula used in Micronesia, while at the same time preserving the cultural heritage of the Micronesians. However, the present Visiting Mission endorses the views expressed by previous Visiting Missions that the search for a local identity, important though that is, should not overshadow the requirements of the modern world. The English language presents for most Micronesians throughout the Trust Territory the only way of communicating with the outside world and among themselves. It is thus important to improve the standard of spoken and written English among both teachers and pupils.

#### I. Higher education

446. Higher education in the Trust Territory itself is available mainly at the vocational and technical level. According to the Administering

Authority's current annual report, Public Law 7-29, establishing the College of Micronesia under a Board of Regents, was enacted in 1977. That law integrated the educational institutions formerly known as the Community College of Micronesia (including the School of Nursing) and the Micronesian Occupational Center.

447. The College of Micronesia, located at Kolonia, Ponape, offers a two-year programme leading to an associate of science degree in elementary education. In 1977/78, the College had a co-educational enrolment of 166 students, of whom 129 were studying at the campus at Kolonia and 37 were at the School of Nursing on Saipan. There were also 168 students enrolled at the extension centres in the Marshall Islands, Palau, Ponape, Truk and Yap. The number of students who completed their studies at the College in 1977/78 was 83.

448. The Northern Mariana Islands Community College was established in 1976. The College, which is a two-year institution, is administered by the Department of Education of the Northern Mariana Islands. Through the Community Career College of the University of Guam, the College grants associate of arts degrees in elementary, secondary and special education.

449. In 1978/79, there were 2,051 students from the Trust Territory (not including the Northern Mariana Islands) receiving post-secondary education abroad, mainly in the United States (compared with 1,179 in 1975). Of these, an estimated 1,250 were recipients of Trust Territory assistance grants. It is estimated that at least 500 more students from the Territory are studying abroad under private arrangements.

450. There is no recent breakdown on the fields of study they were pursuing. However, during academic year 1977/78, 256 students were pursuing studies in business education, 212 were following courses in the field of education, 155 were attending courses in medicine and health care and 105 were studying political and social sciences.

451. By contrast, only 26 students were attending courses in agriculture, 23 in engineering, 13 were receiving training as auto and diesel mechanics and 2 were enrolled in architecture classes.

452. As noted by previous Visiting Missions, there continues to be a high concentration of students following courses in areas of activities which do not directly benefit the needs of Micronesians. The Mission therefore concurs with the view of the 1976 Visiting Mission that applications for scholarships should be carefully scrutinized, in order to give priority to the areas of activity where the needs are greatest. In this connexion, the Mission is pleased to learn that federally funded education information centres are being set up in each of the local entities to assist students planning to pursue higher education.

453. The Administering Authority has also reported that, under Title IV of the Higher Education Act, a Special Service Project (Project MICRO) was offered to 22 Micronesian students by a consortium of five higher

educational institutions in the western part of the United States. The project consists of counselling, tutoring, orientation in college life, assistance in financial management and orientation in the United States culture. The Visiting Mission wishes to commend this project. The Micronesian students in both Honolulu and Guam referred to the difficulties new students experience in orienting themselves to a new way of life in a different and more sophisticated environment. The students at the University of Guam complained to the Mission about the closing of the Office of the Co-ordinator for Micronesian Students Affairs which had performed much the same purpose for students at that University.

454. Another subject raised by the students, as well as by many of those concerned with educational matters in the Trust Territory, was the problem posed by the low standard of the Micronesian educational system. It was generally agreed that there was at least a three-year gap between the level of graduation from a Micronesian high school and the level of entry into a United States college or university. The students pointed out that the effort to catch up put them under a great strain and gave them an inferiority complex. They were also at a disadvantage because in most cases their knowledge of English was inadequate.

455. The Mission suggests that the educational authorities in the Trust Territory might consider running pre-college courses for students in order to narrow this gap, in both the subject of their proposed studies and the English language.

#### J. Dissemination of information on the United Nations

456. According to the current annual report of the Administering Authority information on the United Nations is widely disseminated in the Trust Territory. The United Nations Monthly Chronicle and the UNESCO Courier are among the United Nations publications distributed to all school libraries and public libraries in the Territory. In addition, several hundred copies of the annual report of the Administering Authority to the United Nations are distributed to various agencies of the Trust Territory Government.

457. Reports of the proceedings of the Trusteeship Council are broadcast on all radio stations in the Territory, sometimes in both English and local languages. Daily reports are relayed to Saipan via the Peacesat Satellite System for use by the Micronesian News Service and radio broadcasting stations. United Nations radio programmes, including Scope and This Week at the United Nations, are broadcast regularly on all radio stations, as are United Nations Day messages. The current annual report notes with appreciation the efforts by the United Nations Information Office at Tokyo to ensure the prompt arrival of material.

458. The Mission considers that the radio is almost certainly the most effective way of propagating information in a Territory comprising widely

dispersed islands, with few public libraries and virtually no newspapers. The radio was successfully used for the ESG Programme in the past and the Mission has suggested elsewhere that it might now be used to explain the proceedings leading to the termination of the United Nations Trusteeship Agreement and to publicize the various political options open to the people of the Trust Territory. The provision of radio and television programmes on development subjects might also be worth considering.

459. Some of the printed material received from the United Nations has been a great success. The Administering Authority's annual report commented that the material sent to the Territory for the International Year of the Child was very attractive and was well received. The Mission also heard favourable comments on this material. The Mission was however less happy about the present distribution of some of the other material.

460. In the Mission's view, publications such as the Monthly Chronicle and the proceedings of the Trusteeship Council are not very appealing material to give to children whose mother tongue is not English. The Mission asked to see United Nations publications whenever it visited a school. Although the material had almost always been received, it did not look as if it was read; it was sometimes still in the envelope it came in, on one occasion in a locked cupboard. On the other hand, the "opinion formers" in the Territory - the leaders, the members of legislatures, government officials, religious leaders, etc. - expressed interest in seeing the reports of the Trusteeship Council, although very few appeared to have had access to such material. The Mission believes that they would be more appropriate recipients of the reports of the Trusteeship Council than school children.

461. Children in Micronesia are very interested in the United Nations. At one school they greeted the Mission with banners asking the United Nations not to abandon them and they had composed a song about the United Nations. Their failure to utilize fully United Nations publications is not due to lack of interest, but to the fact that the material is too advanced for their level of understanding.

462. Consideration might also be given to sending material on subjects related to development and the problems of developing countries to selected recipients. Bibliographies might also be sent to appropriate individuals and government offices to give some indication of the range of subjects covered. Everywhere it went, the Mission found that there was great interest in the United Nations programmes and an eagerness to profit from United Nations experiences in all matters related to the problems of developing countries.

## CHAPTER VI

### WAR AND POST-WAR DAMAGE CLAIMS

#### A. War damage

463. A comprehensive account of the arrangements made to compensate for war damage claims was given by the 1976 Visiting Mission.<sup>26/</sup> War damage claims by the inhabitants of the Trust Territory fall into two broad categories: claims against the Japanese Government, mainly for damages sustained by the indigenous inhabitants during the Second World War, and post-war claims against the Government of the United States.

464. On 18 April 1969, the Governments of the United States and Japan signed an agreement providing for the settlement of Micronesian war claims, under the terms of which the two Governments joined in an ex gratia arrangement to make a contribution towards the welfare of the inhabitants of the Territory. Japan agreed to make available in grants to the United States, in its capacity as Administering Authority, 1.8 billion yen, then computed at the equivalent of \$US 5 million. The United States, for its part, agreed to establish a fund in the amount of \$US 5 million.

465. The Micronesian Claims Act of 1971 (United States Law 92-39) established a Micronesian Claims Fund to consist of the contributions of the United States and Japan pursuant to the agreement referred to above. The Act also established a Micronesian Claims Commission with authority to receive, examine, adjudicate and render final decisions with respect to: (a) claims for damage directly resulting from the hostilities between the United States and Japan between 7 December 1941 and the dates of the securing of the various islands of Micronesia by the United States (Title I claims); and (b) claims arising as post-war claims between the dates of securing of the various islands by the United States and 1 July 1951 (Title II claims).

466. The Act authorized an appropriation of \$US 20 million for the settlement of post-war claims by Micronesian inhabitants against the United States.

467. The Micronesian Claims Commission completed its work on 30 July 1976 and issued its final report shortly thereafter. In that report, the total amounts awarded and certified by the Commission were \$US 34,349,509 under Title I and \$US 32,634,403 under Title II, leaving unpaid balances of about \$US 24.3 million and \$US 12.6 million respectively.

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<sup>26/</sup> See Official Records of the Trusteeship Council, Forty-third Session, Supplement No. 3 (T/1774), chap. VI.

468. The Government of Japan maintained that it had fully and finally settled all war damage claims against it in accordance with the provisions of the 1969 Agreement (see para. 464 above). The Administering Authority reported to the Trusteeship Council in 1978 that United States Public Law 95-134 had authorized the appropriation of funds required to satisfy the final awards made by the Micronesian Claims Commission under Titles I and II of the 1971 Act. Although the law authorized full payment of both categories of awards, it provided that no further payments be made on Title I awards until the Government of Japan had contributed its share to the Trust Territory in goods and services and that payment of awards made under Title II were exclusive of interest from such awards.

469. In its most recent report to the Security Council,<sup>27/</sup> the Trusteeship Council noted with satisfaction that the United States Congress had authorized full payment of outstanding claims under Title II amounting to \$US 12.6 million and that payment of that amount was virtually completed. According to the current annual report of the Administering Authority, all outstanding claims have now been settled. However, judging from the questions put to the Visiting Mission during its meeting with the public and with elected officials (see chap. I of the present report), although the main concern of the people of Micronesia is the continuing failure to settle claims under Title I, some confusion appears to remain concerning payments under Title II. The Administering Authority may wish to consider issuing a statement to clarify this matter.

470. In 1979, the Administering Authority informed the Trusteeship Council that the United States Congress was considering a proposal which would authorize payment on an ex gratia basis of 50 per cent of the claims outstanding under Title I without making its payment contingent on a comparable gesture by the Japanese Government. In its current annual report to the Council, the Administering Authority stated that the bill introduced in Congress had failed to pass.

471. In the course of its tour of the Trust Territory, the Mission received numerous written and oral petitions and communications relating to war damage claims, a subject which was causing considerable concern throughout Micronesia. The complaints made by the people varied somewhat from district to district. In some areas, speakers felt that the time allowed by the Micronesian Claims Commission for filing claims had been so short as to prevent many potential claimants from meeting the deadline. In others, complainants pointed out that inadequate information, transportation and communications had made it difficult for the people to participate fully in the war claims procedure. In many instances, speakers indicated that the final awards made by the Commission had been inadequate. In general, the leaders and people of the Trust Territory expressed deep concern about the long delay in settling those claims once and for all. They also expressed the fear that if a satisfactory solution were not reached before the termination of the Trusteeship Agreement, the outstanding claims might never be settled.

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<sup>27/</sup> Official Records of the Security Council, Thirty-fourth Year, Special Supplement No. 1 (S/13759), para. 658.

472. The Trusteeship Council has for many years shown increasing concern that the war damage claims determined by the Micronesian Claims Commission under Title I have not been settled. Last year's report to the Security Council noted that the Acting President of the Trusteeship Council had communicated to the representatives of the United States and Japan to the United Nations the Council's concern that the claims under Title I should be settled "in one way or another, in the best interests of the population"; and that both parties had undertaken to report her representations to their Governments.28/

473. The Trusteeship Council also noted the statement by the representative of the United States that his Government had for some time been in close consultation with the Government of Japan on the issue and believed that the two Governments could evolve a way to express their sympathetic concern for the people of Micronesia. The Council appealed to those concerned to make a further urgent effort finally to resolve this long-standing issue in the best interests of the innocent victims. In particular, the Council, taking into account the difficulties posed by that situation to the people of Micronesia, expressed the hope that the parties would be able to achieve a humanitarian solution to the problem before the termination of the Trusteeship Agreement.

474. The Visiting Mission would like to renew this appeal, particularly in the light of the disappointing report that the United States Congress has rejected the bill which would have authorized a unilateral settlement by the United States; and of the evidence which the Mission acquired in the course of its recent visit to the Trust Territory, that the failure to resolve this issue is causing the inhabitants of Micronesia deep distress and indignation which is detrimental to their otherwise close and friendly relations with both parties.

#### B. Post-war damage

475. The Nuclear tests carried out by the United States immediately after the Second World War took place in the Enewetak and Bikini atolls (Marshall Islands). The Mission visited Enewetak Atoll as well as Ejit Island near Majuro where some 125 Bikinians are resettled. Because of the distances involved and the short time available, it was unable to make the trip to Kili where some 550 Bikinians now reside.

476. Enewetak is the northwestern atoll in the Marshall Islands. Its people are divided into two groups: the dri-Enewetak, whose home is the largest southern island of the atoll (Enewetak); and the dri-Enjebi, whose home is the largest island in the north (Enjebi). In 1947, the Enewetakese, then numbering about 150, were relocated to a much smaller atoll, Ujelang, some 200 kilometres to the southwest. Between 1948 and 1958, 43 nuclear tests were carried out on Enewetak. In 1958, the United States ceased nuclear testing on the atoll. However, radio-active debris and fission products from the detonations and the resulting fallout con-

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28/ Ibid., para. 659.

taminated most of the northern islands of the atoll to varying degrees. The southern islands, which had been used as a base for the scientific task force, remained relatively uncontaminated.

477. In 1972, the Government of the United States announced that the atoll would be returned to the Government of the Trust Territory, for subsequent return to the people. The announcement also committed the Government of the United States to clean up and rehabilitate Enewetak. In 1975, the Congress of the United States authorized the Enewetak radiological clean-up and rehabilitation project, and funds were appropriated in 1976. The amount of money spent on this project, which began in May 1977 and was completed in April 1980, has been evaluated at \$US 104 million. The implementation of the programme had been preceded by a phase (1972-1977) during which planning had been made for the radiological clean-up and rehabilitation. The planning phase was carried out in depth and with great thoroughness. It involved major actions by numerous departments and agencies in the Executive Branch, by Congress and by the people of Enewetak. Among the major actions were a detailed radiological survey of the atoll, a comprehensive engineering survey of the structures and debris on the atoll and the preliminary planning of resettlement options of the people of Enewetak. It was emphasized to the Mission that the people of Enewetak had been closely consulted during the planning period as to where they wished to resettle, the kind of housing they wanted, and related questions.

478. The Mission was informed that probably the most important decision involved the choice of islands for residence. The three large southern islands of Enewetak, Medren and Japtan, which had remained less contaminated by the nuclear testing than the other islands of the atoll, were chosen for resettlement. Construction began on 116 houses, together with community centres, a dispensary, a school, piers and other facilities. Subsistence agriculture was initiated on the three islands, and some 31,000 coconut trees were planted throughout the atoll.

479. The island of Runit, where the contaminated soil and debris have been buried under concrete in the crater formed by one nuclear test, will remain quarantined indefinitely because of residual subsurface contamination in its soil.

480. The question of when the dri-Enjebi people can safely return to their ancestral home island of Enjebi in the north is still unresolved. According to information provided to the Mission, all of the plans and projects implemented so far, with the agreement of the people of Enewetak, have been based on the premise that the dri-Enjebi will reside initially in the south, and that is where their homes have been constructed. One of the remaining responsibilities of the United States Government is to advise the dri-Enjebi as to when it will be safe for them to return to their home island.

481. In Enewetak, the Mission met with elected leaders, members of the Municipal Council and the public(see paras. 21-26 above). It also met with representatives of the United States Department of Defense who were responsible for the implementation of the clean-up and rehabilitation projects.

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

483. The Bikini question is described in detail by the visiting missions which went to the island of Bikini in 1973 and 1976. Those missions also travelled to Kili, where most of the Bikinians now reside. The present Mission was able to meet Bikinians living on Ejit near Majuro. However, owing to problems of time and transport, they were unable to visit Kili on this occasion.

484. The 1976 Visiting Mission met those of the Bikinians who had returned to Bikini in 1975 on the strength of the announcement in 1968/69 by the Administering Authority that the island could be used for residential and agricultural purposes. Unfortunately, the Administering Authority later had to rescind that decision because tests had shown that the level of radiation was too high for safety. Consequently, it decided that the people of Bikini should be moved. On 17 August 1978, senior officials of the Government of the United States travelled to both Kili and Bikini to meet the inhabitants. Following those meetings, a statement of understanding was issued by the Government of the United States accepting responsibility for the well-being of the people of Bikini and their descendants. The United States Government stated that it would seek, in consultation with the people of Bikini, to arrange for their permanent relocation in the most satisfactory manner possible. It understood that some of the Bikinians wished to remain on Kili indefinitely, and it would accordingly undertake a programme for the permanent rehabilitation of Kili. The Government further understood that many, and possibly all, of the current residents of Bikini Island would prefer to live on Eneu, in the Bikini Atoll. If later tests showed that Eneu was safe for human habitation, the Government pledged that all Bikinians who chose to do so might move to Eneu, to the full extent that the size and resources of the island permitted.

485. The Government would arrange, when Trust Territory shipping schedules permitted, to transport Bikinians living on Kili for visits from time to time to Bikini. They also recognized that the current residents of Bikini Island would encounter personal hardships. They would, therefore, pay as a lump sum relocation allowance the sum of \$US 100.72 to the head of each family on Bikini Island. That sum was not intended to constitute compensation, in whole or in part, for any damage the Bikini Island residents might have sustained. The Government had constructed 28 temporary houses on Kili, one for each family then residing on Bikini Island. It would also undertake the construction of certain temporary facilities.

486. The residents of Bikini were evacuated soon after their meeting with officials of the Government of the United States in August 1978. Some were moved back to Kili while others went to Ejit or elsewhere in the Marshall Islands at their own request.

487. At the forty-sixth session of the Trusteeship Council, the representative of the United States stated that the search for solutions to the problems of the Bikinians had been given high priority by his Government. However, it was estimated that it would be another 30 to 60 years before Bikini would be safe for agricultural purposes. Efforts had, therefore, been concentrated on improving conditions for Bikinians living on Kili. It was also said that the majority of the Bikinians did not wish to remain on Kili permanently, primarily because of difficult access to that island.

488. According to the Administering Authority, a temporary rehabilitation programme for Kili was completed during 1979 that included new temporary houses, a school and a dispensary. Regarding access to the island, preliminary studies indicated that an all-weather dock was not economically feasible and alternative plans for a possible airstrip were under study. An ex gratia sum of \$US 1.4 million was paid at the beginning of 1980 to the Bikinians, following the decision that their atoll was unsafe for human life.

489. At the same time, representatives of the Administering Authority and of the Bikini community explored possible alternative relocation sites, which included islands within the Trust Territory as well as other Pacific Islands under the jurisdiction of the Administering Authority. In the course of their search for other locations, Bikinians have visited Wake Island, Hawaii, Mili, Knox, Jaluit, Ailinglapalap, Erikub and Likiep. All except the first two are in the Marshall Islands. The Bikinians also flew over Palmyra.

490. According to the legal counsel of the Bikini people who testified on 2 April 1980 before the United States Subcommittee on the Interior (House Appropriation Committee), the Bikinians were interested in being resettled on Wake Island, because there was a continuing United States presence there. This suggestion was rejected by the Department of Defense. The Bikinians refused possible resettlement on the other islands they had visited, either for reasons of distance or because those islands were already inhabited.

491. The legal counsel proposed, on behalf of the people of Bikini, a resettlement programme based on the principle of rotation to Eneu. Such a system had been devised by the people of Enewetak in the mid-1970s when they, like the Bikinians, were living temporarily on Ujelang. The United States Department of Energy had indicated that it was possible to resettle on Eneu Island if certain strict regulations were followed. The Bikinians were prepared to comply with these regulations. The Eneu rotation programme, combined with physical improvements on Kili and other atolls, would constitute an important step in the fulfilment of the United States obligation to the people of Bikini.

492. The Visiting Mission held a meeting with those of the Bikinians who are at present residing on Ejit Island (Majuro atoll) (see para. 39 above). The Mission notes the efforts made by the Administering Authority to find a solution to this tragic problem. It strongly recommends that a decision be taken on a programme which is both safe and acceptable to the Bikinian people. The Visiting Mission welcomed the statement of understanding of 17 August 1978 by which the United States accepted responsibility for the well-being of the Bikinians and their descendants, since it believes that the Administering Authority should remain fully committed.

493. The Mission recalls the adoption of United States Public Law No. 95-134 of 15 October 1977, which provided for compensation to the inhabitants of the Bikini, Rongelap and Utirik atolls who had been exposed to radiation, as well as for the payment of such compensation to the heirs of those who had died and for continued medical care. The Mission hopes that the funds authorized for that purpose will be made available as soon as possible and that all concerned will soon receive compensation.

494. The Mission was assured by representatives of the Administering Authority that the health and general well-being of the people of those atolls were of primary concern to them and that the required periodic medical examinations and surveillance programme would be carried out on a continuing basis.

## CHAPTER VII

### MILITARY FACILITIES

#### A. Missile range

495. Background information about the missile range on Kwajalein Atoll has been given by previous Visiting Missions.<sup>29/</sup> According to data obtained by the present Visiting Mission from the United States Department of Defense in Washington, D.C. and from the military authorities on Kwajalein, about 3,000 United States citizens reside and work at the Kwajalein Missile Range. There are 645 Micronesian employees, mostly Marshallese, who reside on Ebeye but work at the range. The United States has a total capital investment of over \$US 700 million on Kwajalein in respect of the range. Global Associates, which has a contract with the United States Government, has an additional operational budget.

496. On 27 September 1979, the Governments of the Marshall Islands and of the United States signed an interim agreement extending from 1 October 1979 to 30 September 1980 the rights of the United States Government with respect to the use of all lands, waters and air space of Kwajalein Atoll used by the Kwajalein Missile Range.

497. During the term of that agreement, and subject to congressional approval, the Government of the United States will provide to the Government of the Marshall Islands a sum of \$US 1.6 million in "past use and one-time payments" for Roi-Namur and the resolution of issues affecting range operations. It also commits itself to a one-time payment, "as awarded", for Omilak, Gellinam and Enewetak. The current-use payments have been fixed at \$US 4.0 million for new payments for use of the atoll; \$US 2.00 million for new development projects for the atoll; \$US 1.1 million for taxes on range operations; \$US 704,000 for the use of the mid-atoll corridor; \$US 470,000 for "federal programmes" and \$US 140,000 for the use of Roi-Namur; in addition, a total of \$US 5.2 million is proposed for capital improvement programmes on the atoll for 1980/81 and 1981/82.

498. During meetings with municipal leaders and the public on Ebeye and Roi-Namur, speakers expressed concern about the terms of the land-lease agreement and asked whether the United Nations could arbitrate the land disputes after the termination of the Trusteeship Agreement. On Roi-Namur, the people informed the Mission that the question of land ownership and compensation was their main preoccupation.

499. The Mission feels, judging from the statements made by the people of Kwajalein Atoll, that there is still some confusion and misunderstanding on the whole question of the land-use agreement and the level of compensation. If the question is to be finally settled, the Mission considers it important for the people of Kwajalein Atoll to be provided with clarifications which could help dispel any uncertainty they may have about the terms of the land agreement.

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<sup>29/</sup> See Official Records of the Trusteeship Council, Fortieth Session, Supplement No. 2 (T/1748), paras. 480-488; and ibid., Forty-third Session, Supplement No. 3 (T/1774), paras. 385-388.

500. The problem of Kwajalein cannot be separated from that of the neighbouring island of Ebeye, which is part of the atoll and 20 minutes by motor-boat from Kwajalein.

501. The report of the Visiting Mission that observed the referendum in the Marshall Islands in March 1979 describes the situation on Ebeye in detail. <sup>30/</sup> The surface area of the island is only 30 hectares. It has an estimated population of 8,500; approximately one third of the labour force is employed at the Kwajalein missile range, one third is employed locally, mainly in the public sector, and the remainder is unemployed.

502. The people of Ebeye live in crowded one-room houses with sub-standard and inadequate community services. According to the Director of Public Works, his activities suffered from a drastic lack of funds. The sewerage system never functioned properly as a result of defective construction work. He indicated that public works in Ebeye needed vigorous participation by all concerned if the living conditions of the people were to improve. Delays in the delivery of equipment experienced by the various departments on Ebeye were a major problem.

503. The Mission was later informed by the Administering Authority that a sum of \$US 2.6 million had just been appropriated for the improvement of the sewerage system. The Mission visited a water catchment system which had just been completed. The Mission wishes however to recommend that the authorities concerned should seek a long-term solution to the problem facing the people of Ebeye. In this connexion, it would like to refer to the steps envisaged for Ebeye in the development plan for the Marshall Islands. According to that plan, the people on Ebeye would be encouraged to return to their atolls of origin, where an effort would be made to improve their living conditions. Further, a programme would be undertaken to develop other islands of the Kwajalein Atoll where some of the people from Ebeye could make their home and still work at the missile range. The two migrations, in the view of the Visiting Mission that observed the referendum in the Marshall Islands in 1979, would enable Ebeye to regain a more normal population density. The present Visiting Mission reiterates the observation that the plan appears reasonable and the hope that the resources required for its implementation can be found.

#### B. Retention land

504. The land occupied by the United States Armed Forces in the Trust Territory of the Pacific Islands is called "retention land". Apart from the special areas in the Marshall Islands, it consists of a land area which, according to the Covenant to establish a Commonwealth of the Northern Mariana Islands, covers 7,203 hectares on Tinian, 82 hectares at Tanapag Harbour (Saipan) and 83 hectares at

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<sup>30/</sup> Ibid., Forty-sixth Session, Supplement No. 3 (T/1805), paras. 146-150.

Farallon de Medinilla Island (about 96 kilometres north of Saipan), encompassing the entire island. These lands are to be provided on a long-term lease basis.

505. Representatives of the Department of Defense informed the Visiting Mission that the question of the retention lands located in the other parts of the Territory was one of the subjects of negotiation during the talks on the future status of the Trust Territory. In this regard, the Marshall Islands and the United States have already established, in the compact of free association which they initialed on 14 January 1980, the principles governing the use by the United States Government of military facilities in the Marshall Islands.

## CHAPTER VIII

### POLITICAL FUTURE

#### A. Internal organization

506. The 1976 Visiting Mission expressed concern,<sup>31/</sup> as had earlier visiting missions, at the strong separatist trends in the Trust Territory. The Northern Mariana Islands had already, following a plebiscite in June 1975, adopted a Covenant establishing a Commonwealth of the Northern Marianas in Political Union with the United States, which would only come fully into effect after the termination of the Trusteeship Agreement.

507. In a referendum held in July 1978 in the six remaining districts of Ponape, Truk, Yap, Kosrae, the Marshall Islands and Palau, a federal constitution was adopted by the first four, which became the Federated States of Micronesia, but rejected by the last two, which proceeded to draw up their own constitutions which were in turn subjected to referenda in 1979.

508. The Trust Territory is thus now administratively organized as four separate entities (the Northern Mariana Islands, the Federated States of Micronesia, the Marshall Islands and Palau) although they remain linked as component parts of the Trust Territory.

509. The Trusteeship Council sent observers to the referenda which were held in 1975, 1978 and 1979. When the latter reported that these had been conducted freely and fairly and that the results represented the democratically expressed wishes of the people, the Trusteeship Council, although it expressed regret at those results, also respected the right of the people of Micronesia to self-determination and therefore did not oppose the outcome. It also recognized the inescapable facts of geography (over 2,000 islands scattered over an area of almost 8 million square kilometres in which nine major languages are spoken) which had prompted the electorate's decisions.

510. During its recent visit to the Territory, however, the present United Nations Mission received the impression that the question of unity was no longer a live issue. One or two speakers, chiefly in the Federated States of Micronesia, referred regretfully to the separation of the Northern Mariana Islands, the Marshall Islands and Palau, while on the other hand a few fringe groups threatened yet further fragmentation; for example, a delegation from Faichuk (Truk) and a speaker in Peleliu (Palau), recalling earlier petitions to the United Nations, both informed the Mission that they favoured political and economic separation from the larger entity. But generally speaking, the present entities now appear to be accepted both by their own populations and by the other component parts of the Trust Territory. All are absorbed with the many problems which need to be taken up in this transition period, including the immediate task of progressively taking over the responsibilities previously exercised by the Administering Authority.

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31/ See Official Records of the Trusteeship Council, Forty-third Session, Supplement No. 3 (T/1774), para. 419.

511. The Visiting Mission would, however, like to reiterate the hope that after the termination of the Trusteeship Agreement the Micronesians will take all necessary steps to establish the all-Micronesian entity which they agreed upon at Molokai, Hawaii, in October 1977 (see para. 513 below).

## B. Future political status

### 1. Historical synopsis

512. The people of the Trust Territory have been holding negotiations with the Administering Authority about their future political status off and on since 1969. In June 1975, the Northern Mariana Islands adopted a Covenant establishing a Commonwealth of the Northern Mariana Islands in Political Union with the United States. In 1976, there was a temporary deadlock when the separatist movements in the Marshall Islands and Palau, which by then controlled their respective legislatures, refused to be represented any longer by the Commission on Future Political Status and Transition of the Congress of Micronesia. The problem was resolved by a "two-tiered" device under which multilateral negotiations would focus on those aspects of the relationship and the over-all question of the status of free association, which were common to all six districts. A bilateral tier would include negotiations between the delegation of the United States and Palau, the delegation of the United States and the Marshall Islands and the delegation of the United States and the four central districts which were represented by the Congress of Micronesia.

513. In 1977, agreement was reached by all parties that a "free association compact" reached by bilateral or multilateral negotiations should be established as an acceptable objective. It was further agreed at Molokai, Hawaii, in October 1977 that an all-Micronesian entity should exist following the termination of the Trusteeship Agreement, which would have those powers which the Micronesian parties agreed to vest in it. The Government of the United States welcomed that progress towards agreement on the maintenance of a form of unity which had been recommended by the Trusteeship Council. It intended to encourage continued discussions on that subject leading towards full agreement among the representatives of the people of Micronesia.

514. At a further meeting at San Diego, California, in January 1978, the United States delegation submitted a draft compact of free association. According to the subsequent annual report of the Administering Authority, negotiations were pursued on the basis of free association, although the United States continued to make it clear to the parties that in the exercise of their right to self-determination they were free to choose other types of political status, including independence.

515. In April 1978, negotiations in Hilo, Hawaii, resulted in an agreed statement setting forth the following eight principles defining the political status of free association.

"1. An agreement of free association will be concluded on a government-to-government basis and executed prior to termination of the United Nations trusteeship. During the life of the agreement, the political status of the peoples of Micronesia shall remain that of free association as distinguished from independence. The agreement will be subject to the implementing authority of the Congress of the United States of America.

"2. The agreement of free association will be put to a United Nations observed plebiscite.

"3. Constitutional arrangements for the governance of Micronesia shall be in accord with the political status of free association as set forth in these principles.

"4. The peoples of Micronesia will enjoy full internal self-government.

"5. The United States will have full authority and responsibility for security and defence matters in or relating to Micronesia, including the establishment of necessary military facilities and the exercise of appropriate operating rights. The peoples of Micronesia will refrain from actions which the United States determines after appropriate consultations to be incompatible with its authority and responsibility for security and defence matters in or relating to Micronesia. This authority and responsibility will be assured for 15 years, and thereafter as mutually agreed. Specific land arrangements will remain in effect according to their terms which shall be negotiated prior to the end of the Trusteeship Agreement.

"6. The peoples of Micronesia will have authority and responsibility for their foreign affairs, including marine resources. They will consult with the United States in the exercise of this authority and will refrain from actions which the United States determines to be incompatible with its authority and responsibility for security and defence matters in or relating to Micronesia. The United States may act on behalf of the peoples of Micronesia in the area of foreign affairs as mutually agreed upon from time to time.

"7. The agreement will permit unilateral termination of the free association political status by the processes through which it was entered and set forth in the agreement and subject to the continuation of the United States defence authority and responsibility as set forth in principle (5) above, but any plebiscite terminating the free association political status will not require United Nations observation.

"8. Should the free association political status be mutually terminated, United States economic assistance shall continue as mutually agreed. Should the United States terminate the free association relationship, its economic assistance to Micronesia shall continue at the levels and for the term initially agreed. If the agreement

is otherwise terminated, the United States shall no longer be obligated to provide the same amounts of economic assistance for the remainder of the term initially agreed upon. An early free association agreement, based on the foregoing eight principles shall be pursued by the parties."

516. The most recent round of status negotiations was held at Kona, Hawaii from 7 to 14 January 1980. It resulted in the initialling of a compact of free association between the President of the Marshall Islands and the personal representative of the President of the United States. The other two entities, the Federated States of Micronesia and Palau are still negotiating. Palau attended the last round of negotiations only as an observer, but has since established a new Palau Commission on Status and Transition (Public Law No. 7-1-10 of 6 April 1980). Palau will not be competent to sign the compact until it has established a constitutional government, which is scheduled for January 1981.

## 2. Views expressed

517. During its visit to the Trust Territory, the Mission noted that Micronesians at every level showed an intense interest in the target date for the termination of the Trusteeship Agreement. With the exception of the people of the Northern Mariana Islands, the most usual reaction was one of fear. The ending of the period of trusteeship was seen not as a matter for celebration, but as an impending disaster which would deprive Micronesia of all economic support and technical advice. The Mission was repeatedly told that the Territory was not ready for termination of the Agreement and that it lacked the necessary economic infrastructure. The timing of termination should be based not on an arbitrary date but on the fulfilment by the Administering Authority of the obligations set out in Article 76 b of the Charter of the United Nations. On several occasions the Mission was asked to express a view as to the state of preparedness of the Trust Territory. At meetings with the general public in the municipalities it appeared that this fear had taken an extreme form. At Laura (Majuro) and Moen (Truk) among other places, the belief was expressed that at the moment of termination, the Territory would be abandoned and would receive no further aid from either the United States or the United Nations.

518. At Net (Ponape), the Mission was asked whether the Trusteeship Agreement could be terminated unilaterally against the wishes of the people. Other speakers felt that the war damage claims issue should first be settled and the United Nations was asked to help in this matter.

519. There was also evidence of some reluctance to terminate the link with the Trusteeship Council, which was often envisaged in the role of a parent or guardian. The group of Bikinians in the Marshall Islands were among those who asked the Mission whether they could still apply to the Trusteeship Council for support in their difficulties after termination. In Palau, and also in many other places, the Mission was asked if the United Nations could provide aid for the Territory after termination. A number of speakers showed interest in Micronesia receiving aid and expert advice from the specialized agencies of the United Nations. Occasionally the Mission was asked whether the status of free association

would qualify Micronesia for membership in the United Nations. A number of questions were asked about the actual process of terminating the Trusteeship Agreement. This last question was a subject on which there was fairly general ignorance even among the leaders.

520. Surprisingly, almost no questions were asked about the political options open to the people of the Trust Territory, although it was made clear that there was almost universal support in principle for some form of continuous relationship with the United States after termination of the Trusteeship Agreement.

521. In the Northern Mariana Islands, on the other hand, termination of the Trusteeship Agreement was eagerly awaited, since the commonwealth covenant of political union with the United States could only come fully into effect after termination. The people of the Northern Mariana Islands complained to the Mission about the dilatoriness of the other entities, especially Palau, and claimed that the Northern Mariana Islands should be allowed to seek termination independently. The Mission reiterated the view of the Trusteeship Council and the undertaking given earlier by the Administering Authority, that the Trusteeship Agreement should be terminated simultaneously for the whole of the Trust Territory.

522. Bearing in mind the opinion expressed by the Trusteeship Council, in its last report to the Security Council, that the people of Micronesia should be given the fullest opportunity to inform themselves about the various political choices open to them, including independence, before the projected plebiscite takes place, the Mission has recommended in paragraphs 226-241 above that the ESG programme be revived in order to help dispel the various misconceptions voiced to the Mission by the people of Micronesia, to explain the working of the Trusteeship System and to provide information on the various political options, including independence.

### C. Relations with the United States

523. The President of the United States has declared 1981 to be the target date for termination of the Trusteeship Agreement. The year 1980 is thus likely to be the last crucial phase in the history of the Trust Territory. Before termination can take place, however, three of the four entities in the Trust Territory, namely the Federated States of Micronesia, the Marshall Islands and Palau, will need to take decisions on their future political status. (The Northern Mariana Islands has already decided in a plebiscite observed by the United Nations to enter into political union with the United States under a commonwealth covenant, although this will not come fully into effect until the termination of the Trusteeship Agreement.) The negotiations on future political status are thus the dominant issue in relations with the United States.

524. The Federated States of Micronesia, the Marshall Islands and Palau are in the process of negotiating a compact of free association with the United States. The President of the Marshall Islands has already initialled the draft; the Federation States of Micronesia and Palau are still at the negotiating stage. Palau can in any case take no final decision until it has established a constitutional government, which it hopes to do by January 1981. It was only an observer at the last round of negotiations but has since created a new Commission on Status and Transition (see para. 516 above).

525. The Trusteeship Council has noted that all the Micronesian parties have emphasized their desire to maintain preferential and close relations with the Administering Authority after termination of the Trusteeship Agreement.

526. It has also expressed the hope that the ongoing negotiations between the Administering Authority and the Micronesian parties concerned will lead to a mutually satisfactory outcome which respects the personality of every party.

527. The second principle agreed to at Hilo between the parties negotiating the compact of free association (see para. 516 above) stated that the agreement of free association would be put to a plebiscite observed by the United Nations. The Administering Authority has stated that it would invite the United Nations to send a mission to observe the proposed plebiscite and the Trusteeship Council in its last report to the Security Council noted that invitation with interest.

528. In its last report to the Security Council, the Trusteeship Council 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.

529. The Trusteeship Council also reiterated its opinion that before a plebiscite was held the people of Micronesia should be given the fullest opportunity to inform themselves about the various political choices open to them, including independence.

530. The Visiting Mission would like to reaffirm this view. The people of the Trust Territory will shortly be taking an historic decision which will determine the future course of Micronesia for some years to come. It is important that they should do so with a full knowledge and understanding of the options open to them, including the economic options. It has already been stressed in earlier reports of the Trusteeship Council and of United Nations visiting missions that the Trust Territory is at present in a position of almost total economic and financial dependence on the Administering Authority. In these circumstances, any decision on future status will inevitably need to take full account of the economic implications of the various options. For this reason, the Visiting Mission wishes to reiterate the recommendations made by the 1973 Visiting Mission that the people of Micronesia must be able to see more clearly the economic prospects likely to be open to them in the future. They must therefore be informed at an early stage about the level of United States financial support likely to be available, given different decisions on status. They must also have some idea of what support they could expect from the international community.

531. In its present form, the draft compact provides for annual grants of aid over a period of 15 years. It is not for the Visiting Mission to pass judgement either on the amount of aid contemplated by the Administering Authority or on the way in which it is to be provided. However, the Mission considers that, as was stated by the 1976 Visiting Mission, "a question as important as that of the political future of the Territory should not be made to depend solely on considerations of a financial nature". <sup>32/</sup> During its recent visit to the Trust Territory, the Mission heard several references to the fact that when the Australian Government administered the Territory of Papua New Guinea, it had increased its aid by a substantial amount for the first crucial years of independence.

532. The Mission believes that the Australian Government, in so doing, recognized that that was indeed both a testing and a costly period for any emerging Government, and therefore one during which generosity on the part of the Administering Authority was particularly valuable.

#### D. Other external relations

533. The Visiting Mission could not but be concerned by the sense of isolation which was conveyed by so many of the questions put to it during its visit to the Trust Territory. This appeared to be in part due to an

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32/ Ibid., para. 430.

ignorance of developments and conditions in the rest of the world, including other developing countries, which share many of the Trust Territory's problems. The Visiting Mission was therefore pleased to be informed by the Administering Authority that although the High Commissioner retains ultimate authority for the conduct of foreign affairs (under Secretarial Order No. 3039), the present policy of the United States Government is to encourage the emerging entities in the Trust Territory to establish appropriate contact with third countries, particularly in the South Pacific region and with international and regional organizations. The Mission's attention was drawn to the following examples of bilateral contact.

534. During the past year, the Marshall Islands has held direct negotiations with the Government of Japan on possible aid from that country, the negotiations were expected to lead to a government-to-government agreement on aid. In January 1980, the Marshall Islands began further negotiations with the Government of Japan on a government-to-government fisheries agreement. This had been initialled by the two Governments and is expected to be signed at the beginning of June 1980.

535. Also during the past year, the Federated States of Micronesia has held discussions with the Government of Japan on possible aid in the field of satellite communications. In April 1980, the Palau Maritime Authority and representatives of three Japanese fisheries associations reached an agreement providing for Japanese fishing rights. The Government of Japan has agreed to send a technical mission to both the Federated States of Micronesia and the Marshall Islands to study possible aid projects. The Marshall Islands has also been in contact with the Australian Government in the context of securing two A-status Nomad aircraft. The United States Government has assisted by providing the information required to arrange for concessionary financing of the aircraft by the Australian Government.

536. Representatives of the Federated States of Micronesia and the Marshall Islands are also participating increasingly in international conferences and regional activities. Both sent representatives to the World Administrative Radio Conference in 1979 to discuss their specific interests in international communications issues. In 1980, the Federated States of Micronesia, the Marshall Islands and Palau, selected representatives to serve on the Trust Territory delegation to the Third United Nations Conference on the Law of the Sea.

537. With regard to regional activities, the Trust Territory, as an associate member of ESCAP, participated in a number of that organization's conferences and training programmes. In July 1979, the Federated States of Micronesia applied for membership in the South Pacific Forum, which consists of independent and self-governing island States in the South Pacific, including Australia and New Zealand. The Forum decided to hold that request in abeyance until the Federated States of Micronesia had taken a decision as to its future political status. It was, however, invited to join the South Pacific Bureau for Economic Co-operation (SPEC) and on 13 August 1979, the Congress of the Federated States ratified the SPEC Agreement.

538. Until 1980 the people of the Trust Territory had been represented by the Administering Authority in SPC. In April 1980, the United States permanent representative to SPC requested separate membership for the Northern Mariana Islands, the Federated States of Micronesia and the Marshall Islands in view of the establishment of constitutional governments in those three political entities. If SPC agrees to this request, the Trust Territory Government would continue to represent Palau in the Conference until it establishes a constitutional government.

539. As the target date for termination of the Trusteeship Agreement approaches, it is of the first importance that the emerging entities should begin to establish external links, particularly with countries in the Asian and Pacific region. The Visiting Mission is thus pleased to note that these initial contacts have been made.

## ACKNOWLEDGEMENTS

540. The members of the Visiting Mission wish to express their gratitude to all those who assisted them in carrying out their task; they owe special thanks to Mr. Girma Abebe, the Principal Secretary, and to the other members of the United Nations Secretariat for their hard work and good humour throughout the visit.

541. The members of the Mission also wish to thank Mr. James Gray, their escort officer from the United States Mission to the United Nations, for his help and unfailing cheerfulness. The Mission was also escorted by Mr. Scott Stage to Enewetak and Ebeye, by Mr. Clarence Takeuchi to the Marshall Islands, Ponape and Truk and by Mr. Neiman Craley to Yap, Palau and Saipan; all three escorts are from the Trust Territory Government. The members of the Mission are grateful to them for their wise counsels and stimulating company.

542. Wherever they went, the members of the Mission were made to feel welcome and all their requests for help and information were met promptly and efficiently. They received much kindness and generous hospitality.

543. The members of the Mission wish to express their gratitude to the High Commissioner of the Trust Territory of the Pacific Islands; the President of the Federated States of Micronesia and the governors of Ponape, Truk, Yap and Kosrae; the President of the Marshall Islands; the Governor of the Northern Mariana Islands; the District Administrator of Palau; the liaison officers of the Trust Territory Government in Honolulu and Guam; and to the many others known and unknown who helped and welcomed the Mission during its visit to the Trust Territory.

544. Above all, the members of the Mission wish to express their gratitude to all the people of the Trust Territory who welcomed them to their islands, overwhelmed them with kindness and hospitality and showed patience and good humour in explaining their views and preoccupations.

545. The members of the Mission would like to take this opportunity to wish the people of the Trust Territory a happy, peaceful and prosperous future.

Annex

ITINERARY OF THE VISITING MISSION

<u>Date</u>	<u>Place</u>	<u>Remarks</u>
February	New York	Met with Ambassador Peter Rosenblatt, Personal Representative of the President of the United States for Micronesian Status Negotiations
27 February	Honolulu	Arrived from New York
28 February	Honolulu	Met with Micronesian students at the University of Hawaii
29 February	Honolulu	Departed by air for Enewetak, Marshall Islands Crossed the International Date Line
1 March	Marshall Islands Enewetak	Arrived from Honolulu  Attended briefing by senior officers of the United States Government joint task force on clean-up and rehabilitation programme for Enewetak Atoll  Met with elected leaders, members of the Municipal Council and the public  Toured Enewetak Island and visited public works, new houses, community centre, elementary school and dispensary  Flew by helicopter over Enewetak, Medren, Japtan, Runit and Enjebi
	Kwajalein (29 February)	Arrived from Enewetak (29 February in Kwajalein where the United States date is used)
2 March	Kwajalein (1 March)	Departed by boat for Ebeye Island
	Ebeye (1 March)	Met with public at church centre Visited public works, hospital and public elementary school
3 March	Kwajalein (2 March)	Meeting with the Head of Public Works Departed by air for Roi-Namur
	Roi-Namur (2 March)	Meet with community leaders from Third Island (Santos)
	Kwajalein (2 March)	Departed by air for Majuro
	Majuro	Arrived from Kwajalein

<u>Date</u>	<u>Place</u>	<u>Remarks</u>
4 March	Majuro	Met with the High Commissioner of the Trust Territory Toured the Majuro area hit by recent tidal waves Met with the Secretary for Foreign Affairs Met with the President of the Marshall Islands Met with members of the <u>Nitijela</u> (Parliament) Met with a representative of the United Nations Fund for Population Activities (UNFPA)
5 March	Majuro	Met with the Minister of Resources and Development and his senior staff  Visited the fisheries co-operative, the copra processing plant and the temporary camp housing victims of the tidal wave
	Laura	Met with members of the Municipal Council and the public
	Majuro	Met with members of the Municipal Council of Dalap, Uliga and Darrit and the public
6 March	Majuro	Met with the Minister of Education and his senior staff Met the Minister of Finance and his senior staff  Visited the Marshall Islands High School, Dalap Elementary School, the Marshalls Curriculum Development Centre and the hospital  Met with the Secretary of Health and his senior staff Met with the Marshall Islands Businessmen's Association Met with Bikinians residing on Ejit Island (Majuro Atoll) Met with the people of Mili residing in Majuro
7 March	Majuro	Met with representatives of the Federal Emergency Management Agency and other relief organizations Departed by air for Ponape
	Ponape	
	Kolonia	Arrived from Majuro  Met with the President, the Vice-President and the Cabinet of the Federated States of Micronesia and the Speaker and members of the Congress of the Federated States of Micronesia

<u>Date</u>	<u>Place</u>	<u>Remarks</u>
8 March	Kolonia	Met with the Governor of the State of Ponape and his senior staff, the Speaker and members of the Ponape State Legislature
		The Mission divided into two groups: one group visited the municipality of Sokehs; the other group visited the municipalities of Uh and Net
	Sokehs	Met with members of the Municipal Council and the public
	Uh and Net	Met with the members of the Municipal Council and the public
	Kolonia	Attended a performance of traditional dances at Ponape High School
9 March	Madolenihmw	Met with the faculty of Ponape Agricultural and Trade School; inspected school projects
		Visited the Nan Madol ruins
		Returned to Kolonia
10 March	Kolonia	The mission divided into two groups: one group remained in Ponape to complete the Mission's programme of activities there; the other group departed by air for Kosrae
	Kitti	Departed by car for Mailap, Kitti and by boat for Sowihso, Kitti
		Met with members of the Municipal Council and the public
		Visited the dispensary and the elementary school
		Returned to Kolonia
	Sokehs	Visited the Palikiri area, site of both the future capital of the Federated States of Micronesia and the College of Micronesia
11 March	Kolonia	Visited the small industries centre, the hospital and the sewage treatment plant
10 March	Kosrae	Met with leaders and the public

<u>Date</u>	<u>Place</u>	<u>Remarks</u>
		Visited Kosrae High School and the hospital Toured Utwa and Malen villages
11 March	Kosrae	Met with the State Governor, the Speaker of the State Legislature and a Senator to the Congress of the Federated States of Micronesia  Met with a representative of the company constructing Kosrae International Airport Departed by air for Ponape
	Ponape Kolonias	Arrived from Kosrae  The Mission as a whole departed by air for Truk
	Truk Moen	Arrived from Ponape  Met with the State Governor and his senior staff  Attended a performance of Trukese traditional dances
12 March	Moen	Met with the members of Moen Municipal Council and State legislators  The Mission divided into two groups: one group departed by boat for Dublon Island; the other group departed by boat for Tol Island
	Dublon	Met with community leaders and the public  Visited the dispensary and the elementary school
	Tol	Met with community leaders and the public  Toured the camp of the United States Air Force civic action team and inspected the road project  Visited the vocational training centres, the municipal dispensary and the junior high school

<u>Date</u>	<u>Place</u>	<u>Remarks</u>
13 March	Moen	Met with members of the Economic, Social and Political Development Commission of the Faichuk Islands  Met with members of the Truk State Legislature  Departed by field trip ship for Satawan, Lower Mortlocks
14 March	Satawan	Arrived from Moen  Met with the representative of the Governor of Truk State  Visited the Mortlocks Junior High School and attended a performance of Trukese traditional dances; visited the dispensary  Met with community leaders and the public of Satawan and neighbouring islands  Departed by field trip ship for Kuttu
	Kuttu	Arrived from Satawan  Met with community leaders and the public  Visited the elementary school, the dispensary and the sea wall, which had been damaged by typhoon "Pamela"
15 March	Kuttu	Departed by field ship for Moen
	Moen	Arrived from Kuttu
16 March	Moen	Met with the Governor and his senior staff  Visited the hospital  Departed by air for Guam
16 March	Guam	Arrived from Truk
17 March	Guam	Departed by air for Yap
	Yap	
	Colonia	Arrived from Guam

<u>Date</u>	<u>Place</u>	<u>Remarks</u>
18 March	Colonia	Met with the Governor, the Lieutenant Governor, the Vice-Speaker, the chairman of the councils of Pilung and Tamol and heads of departments
		Met with members of the Yap Legislature and the council of Pilung
		Visited Yap Memorial Hospital and the old and new docks
		Met with members of the Peace Corps
		Meeting with consultants on copra production from the United Nations Industrial Development Organization (UNIDO)
19 March	Colonia	Departed by air for Ulithi
	Ulithi Atoll	Arrived from Yap
		Met with traditional chiefs, magistrates and students from Outer Islands High School
		Visited the high school, the power plant and the new dispensary for the outer islands
		Attended a performance of Ulithian traditional dances
		Departed for Colonia
	Colonia	The Mission divided into two groups: one group toured Kanify and Gilman municipalities and visited Yap High School; the other group toured Gagil and Tomil municipalities and visited a sawmill
	Attended a performance of Yapese traditional dances	
20 March	Colonia	Departed by air for Palau
	Palau Koror	Arrived from Yap
		Met with the Acting District Administrator and the heads of departments
		Met with the Speaker and members of the Palau Legislature

<u>Date</u>	<u>Place</u>	<u>Remarks</u>
21 March	Koror	<p>The Mission divided into two groups: one group visited Mindszenty High School, the Seventh-Day Adventist Elementary School, Koror Elementary School and Koror McDonald Memorial Hospital; the other group visited the Micronesian Industrial Corporation, the Palau Federation and Fishing Association, the Van Camp Sea Food Company and the prison</p> <p>The Mission as a whole met with the President and the faculty of the Micronesian Occupational College and toured the college</p> <p>Met with a member of the House of Chiefs and the Public Defender</p>
22 March		<p>The Mission divided into two groups: one group departed by boat for eastern Babelthuap; the other group departed by boat for western Babelthuap</p>
	Eastern Babelthuap	
	Ngchesar	Met with local and elected leaders and the public; inspected a reproduction of an historical war canoe
	Ngaraad	Met with local and elected leaders and the public
	Ngiwal	Met with local and elected leaders and the public
	Melekeok	Met with local and elected leaders and the public
	Western Babelthuap	
	Ngatpang	Visited Belau Modekngei (private) High School and toured Ibobang village
	Ngaremlengui	Met the traditional chief and inspected the road being built by the villagers
	Ngardmau	Met with local and elected leaders and the public
	Ngarchelong	Met with local and elected leaders and the public
		Inaugurated the new bridge at Ollei hamlet built by the people of the municipality
		Met with the Magistrate

<u>Date</u>	<u>Place</u>	<u>Remarks</u>
	Aimeliik	Met with local and elected leaders and the public
		Returned to Koror
	Koror	Met with two representatives from Angaur Island
		Met with representatives of a women's organization
23 March	Koror	Departed by boat for Peleliu
	Peleliu	Visited the elementary school and the dispensary
		Met with local and elected leaders and the public
		Returned to Koror
		Departed by air for Guam
23 March	Guam	Arrived from Palau
24 March	Guam	Called on Mr. Paul M. Calvo, the Governor of Guam
		Met with Micronesian students at the University of Guam
25 March	Guam	Departed by air for Saipan
	Northern Mariana Islands	
	Saipan	Arrived from Guam
26 March	Saipan	Met with the Governor of the Northern Mariana Islands, heads of departments and senior staff
		Met with members of the Northern Mariana Islands Legislature
		The Mission divided into two groups: one group visited the nursing school, the public elementary school, Mount Carmel High School, Marianas High School and Dr. Torres Hospital; the other group visited the power plant, the Kagman Agriculture Station and Entomology Laboratory and housing projects
		The Mission as a whole met with the United Nations Project Manager for Development Planning

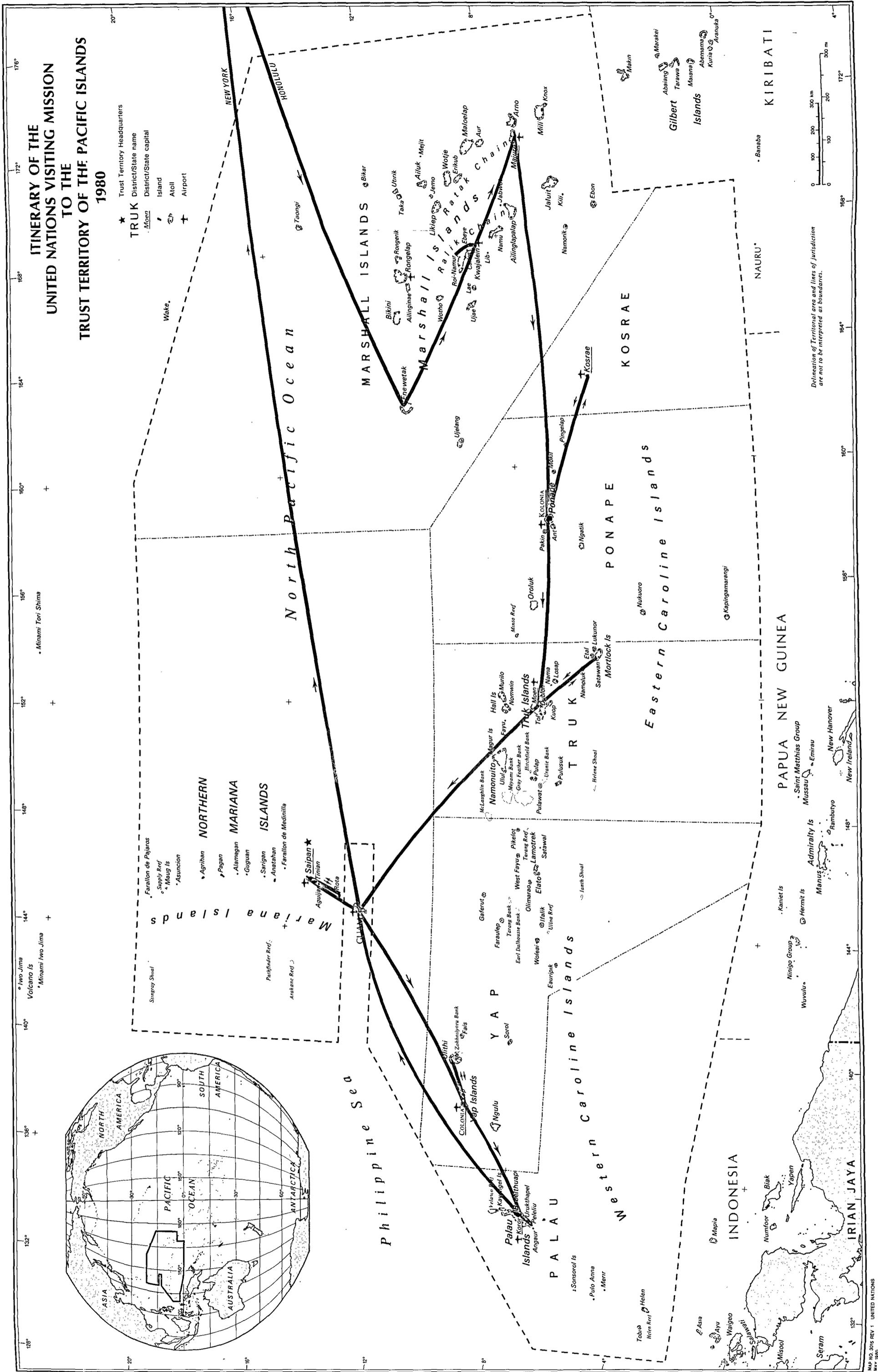
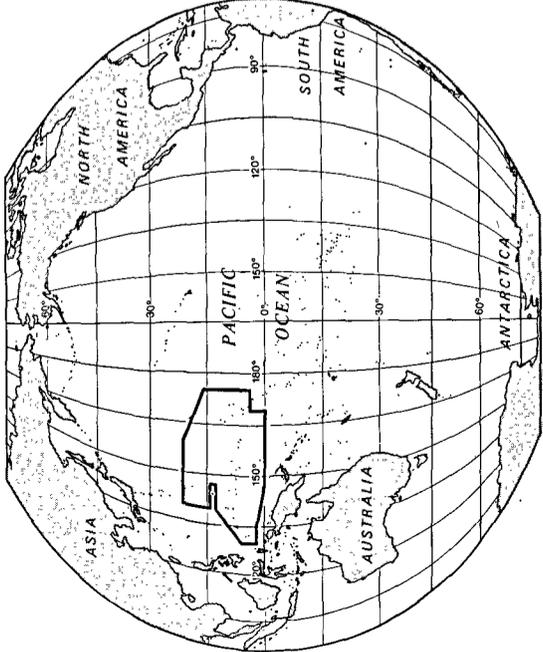
<u>Date</u>	<u>Place</u>	<u>Remarks</u>
27 March	Saipan	Departed by air for Rota Island
	Rota	Met with the Mayor and other elected leaders and the public
		Visited the Harbour, the hospital, the housing project and the public school
		Departed by air for Tinian Island
	Tinian	Met with the Mayor and other elected leaders and officials
		Visited the dairy and cattle ranch
		Departed for Saipan
28 March	Saipan	Met with the High Commissioner of the Trust Territory and his senior staff
		Met with the Director of the Peace Corps in the Trust Territory
		Met with the United Nations Project Manager for Development Planning
29 March	Saipan	Met with the Administrator of the Justice Improvement Commission
		Met with the Attorney General of the Trust Territory Government and the Representative of the High Commissioner to Kwajalein
		Met with members of the Chamber of Commerce
		The Mission concluded its visit to the Trust Territory and returned to United Nations Headquarters
22 April	Washington, D.C.	Met with senior officials of the Government of the United States

MAP

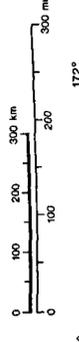
ITINERARY OF THE UNITED NATIONS  
VISITING MISSION  
TO THE TRUST TERRITORY OF  
THE PACIFIC ISLANDS, 1980

# ITINERARY OF THE UNITED NATIONS VISITING MISSION TO THE TRUST TERRITORY OF THE PACIFIC ISLANDS 1980

- ★ Trust Territory Headquarters
- TRUK District/State name
- Moen District/State capital
- Island
- Atoll
- ✚ Airport



Delineation of Territorial area and lines of Jurisdiction are not to be interpreted as boundaries.



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