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

REPORT OF THE UNITED NATIONS VISITING MISSION  
TO TOKELAU, 1981

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A/AC.109/680/  
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## I. INTRODUCTION

### A. Terms of reference

1. In a letter dated 13 October 1980, addressed to the Chairman of the Special Committee (document A/AC.109/638) the Permanent Representative of New Zealand to the United Nations, on behalf of his Government, as the administering Power concerned, extended an invitation to the Special Committee to send a mission to visit Tokelau in 1981 for the purpose of examining the important developments that had taken place in the Territory, particularly with regard to its progress towards greater self-government and increased economic self-sufficiency.
2. The Special Committee, in accordance with the decision taken at its 1182nd meeting on 23 October 1980, accepted the invitation to send a Visiting Mission for the purpose of acquiring first-hand information on the Territory and to ascertain the wishes and aspirations of the people of Tokelau concerning their future political status.
3. At its 57th plenary meeting on 11 November 1980, the General Assembly, on the recommendation of the Fourth Committee, adopted decision 35/408, reads, in part, as follows:

"...The General Assembly particularly welcomes the invitation of the administering Power to the Special Committee to dispatch a second Visiting Mission to Tokelau in 1981".
4. In his aide-memoire dated 9 June 1981, the Chairman of the Special Committee informed the members that the Visiting Mission to Tokelau in 1981 would be composed of the Ivory Coast, Fiji and Yugoslavia.

### B. Composition of the Mission

5. The Mission was composed as follows:

Mr. Lobognon Pierre Yere (Ivory Coast)	- Chairman
Mr. Milivoje Zagajac (Yugoslavia)	- Member
Mr. Aryoday Lal (Fiji)	- Member

Ms. Yvonne E. Lucas, of the Permanent Mission of New Zealand to the United Nations, was the liaison officer to the Mission to the Territory.

6. The Mission was accompanied and assisted by the following staff members of the United Nations Secretariat: Mr. A. Z. Nsilo Swai, Principal Secretary; Mr. Abdur Razzaque Khan, Political Affairs Officer; Mr. Jean Neuprez, Interpreter; Ms. Norma Young, Administrative Officer; and Mrs. Daphne Thomson, Secretary.

C. Itinerary and programme

7. On Saturday, 20 June 1981, the Mission left New York for Honolulu, where it spent the night. In the late evening of Sunday, 21 June, it took a flight to Auckland, en route to Wellington, where it arrived in the morning of 23 June. Because of the crossing of the international date-line between Honolulu and Auckland, the Mission lost a day, 22 June.
8. At Wellington airport, the Mission was met by Mr. John Larkindale, Official Secretary, Office for Tokelau Affairs, Apia, Western Samoa; and Ms. Kate Lackey, Ministry of Foreign Affairs, Wellington.
9. In the afternoon, 23 June, the Mission held its first meeting with Mr. Frank Corner, the Administrator of Tokelau, and Mr. Larkindale at the Ministry of Foreign Affairs, Dalmuir House. In the evening, the Mission attended a reception in its honour, hosted by Mr. and Mrs. Corner at their residence.
10. The next day, 24 June, at 12 noon, the Mission called on Mr. Brian E. Talboys, the Minister for Foreign Affairs. In the afternoon it held a meeting with the officials of the Ministry of Foreign Affairs. The meeting was chaired by Mr. Malcolm Templeton, Deputy Secretary of Foreign Affairs. In the evening, the Mission departed for Auckland en route to Apia.
11. After an overnight stay in Auckland, the Mission reached Apia at noon on 24 June, having gained a day by crossing the international date-line. The following morning, 25 June, the Mission called on Mr. Tupuola Efi, the Prime Minister of Western Samoa, and Mr. Vitolio Lui, the Acting Secretary to the Government of Samoa. The Mission then visited the Office for Tokelau Affairs, and met officials there. In the afternoon, it called on Mr. Denis J. Halliday, the Resident Representative of the United Nations Development Programme (UNDP), and discussed with him UNDP assistance to Tokelau. In the evening, the Mission attended a reception given in its honour by Mr. and Mrs. Larkindale.
12. The following morning, 26 June, the Mission held a meeting with Mr. Larkindale.
13. On 27 June, the Mission boarded the ship Micro Palm for the voyage to Tokelau. After nearly 27 hours, the ship anchored in the waters of Nukunonu. On board the ship, the Mission held a meeting with the faipules (the chief representative of the Administration) of the three atolls of Tokelau, who were returning from their official visit to New Zealand. The Mission went ashore in outrigger motor boats. After the exchange of greetings and welcoming speeches, the Mission went to the Government Guest House where it stayed overnight. In the evening the Mission attended a fiafia (an evening entertainment with traditional songs and dances) which was organized in its honour.
14. The following morning, 29 June, the Mission began its meeting with the village fono (Council of Elders), Nukunonu. In the afternoon it met with the aumaga (young people) and the women of the village. In the evening after a farewell meeting with the fono, the Mission boarded the ship and sailed for Atafu where it arrived early the next morning.

15. On the morning of 30 June, the Mission disembarked at Atafu. After a brief welcoming ceremony at Lotala, it held a meeting with the Atafu village fono. In the afternoon, it held a meeting with the aumaga (young men) of the village. In the evening, it attended a reception at the school compound, given in its honour by the village. The Mission ended the evening after attending a fiafia at Lotala.

16. The following morning, 1 July, the Mission visited the school and the UNDP sponsored extension project there and had tea at the doctor's residence. It then held separate meetings with the women of the village and the members of the Tokelau Public Service (TPS). In the afternoon, before boarding the ship for Fakaofu, it again met briefly with the fono.

17. After the overnight voyage, the Mission arrived at Fakaofu on the morning of 2 July. After the welcoming ceremony, it held a meeting with the fono. In the afternoon, it held two separate meetings with the aumaga and the women of the village. In the evening it attended a fiafia.

18. On 3 July, the Mission started the morning with a visit to the school and the hospital at Fenuafala, where it stayed overnight at the Government Guest House. It then crossed by boat to Fale Island, where it held a meeting with the local members of TPS. After a brief farewell meeting with the fono, the Mission boarded the ship in the early afternoon for the return voyage to Western Samoa, which was quite rough since the weather was stormy. After nearly 32 hours the Micro Palm arrived at Apia at midnight on 4 July.

19. On 5 July, the Mission availed itself of the first flight to Auckland, where it landed on 6 July, having lost a day due to crossing the international date-line.

20. The Mission arrived in Wellington on 7 July and held a meeting with officials of the Ministry of Foreign Affairs, under the Chairmanship of Mr. Templeton. The Administrator of Tokelau and the Official Secretary of the Office for Tokelau Affairs also took part in the meeting.

21. On 8 July, the Mission held a meeting with the Tokelauan communities in Wellington at Porirua.

22. The following afternoon, the Mission flew from Wellington to Rotorua where it held a meeting with the Tokelauan community in the evening.

23. On 10 July, in the morning, the Mission departed Rotorua by bus for Auckland. In the evening it met with the Tokelauan community there.

24. On 12 July, the Mission left Auckland for Nadi, Fiji, where it started work on its report. It then moved to Suva on 14 July to continue its work. The Mission departed Suva on 17 July for Honolulu en route to New York and United Nations.

D. Acknowledgements

25. The Mission wishes to place on record its deep appreciation to the Government of New Zealand for the close co-operation and assistance it received throughout its visit and for the courtesy and kindness extended to it by Mr. Talboys, the Minister for Foreign Affairs, Mr. Templeton, the Deputy Secretary of Foreign Affairs, and other officials of the Ministry during the Mission's visit to Wellington, Rotorua and Auckland.

26. The Mission wishes to record its deep gratitude to Mr. Corner, Administrator of Tokelau, and Mr. Larkindale, Official Secretary of the Office for Tokelau Affairs in Apia, Western Samoa, for their support and valuable assistance in helping the Mission to set about its task while on the visit.

27. The Mission also wishes to express its particular thanks to Ms. Lackey, of the Ministry of Foreign Affairs, Ms. Lucas, of the Permanent Mission of New Zealand to the United Nations, and the officers and staff of the Office for Tokelau Affairs who accompanied it during its visit to the Territory. Their constant presence and attention contributed substantially to the success of the Mission.

28. The Mission wishes to convey its profound gratitude to the faipules, the pulenukus (village mayors), members of the village fonos, members of TPS and the people in general of Nukunonu, Atafu and Fakaofu for their co-operation and attention. The Mission was moved by the extent of their warmth and hospitality.

29. The Mission wishes also to express its thanks to Captain Willie M. Poznanski of the ship Micro Palm and the members of his crew for their friendly attention.

II. INFORMATION ON THE TERRITORY

A. General

30. Tokelau, a Non-Self-Governing Territory administered by New Zealand, consists of three small atolls in the South Pacific (Nukunonu, 4.7 square kilometres; Fakaofu, 4.0 square kilometres; and Atafu, 3.5 square kilometres) with a total land area of approximately 12.2 square kilometres.

31. The census of 25 October 1976 recorded the following population (estimated figures as of 31 March 1981 are in parentheses):

Atafu	546	(562)
Nukunonu	363	(361)
Fakaofu	<u>666</u>	<u>(631)</u>
	1,575	(1,554)

## B. Constitutional and political developments

### General

32. Tokelau is included within the boundaries of New Zealand and is administered under the authority of the Tokelau Islands Act, 1948, as amended.

33. Until 25 September 1980, the Secretary of Foreign Affairs for New Zealand was designated as the Administrator of Tokelau. New regulations then entered into force empowering the Minister for Foreign Affairs to "appoint such person as he thinks fit to the post", the latter continuing to be responsible to the Minister. Mr. Corner, recently retired from his position as Secretary of Foreign Affairs, had been appointed as Administrator from 25 September 1980 to a three-year term. He resides in Wellington and visits Tokelau periodically. In practice, most of the powers of the Administrator are now exercised by the Official Secretary of the Office for Tokelau Affairs, which, by agreement with the Government of Western Samoa, is based at Apia.

34. In continuation of the discussions between New Zealand and the representatives of Tokelau, the Administrator visited the Territory in October and in December of 1980 to attend a meeting of the General Fono and the signing of the Treaty of Toke-Hega (see annex I to the present report). At that General Fono meeting, the 1980-81, budget was agreed upon, the first occasion at which the Tokelau leaders were directly involved in the establishment of priorities of expenditure for Tokelau's annual budget. At the same meeting, agreement was reached on the terms of the Treaty of Toke-Hega.

35. Earlier in 1980, as previously reported, the Administrator had arranged to send an appropriate person to Tokelau to discuss and clarify the duties and responsibilities of the Tokelau leaders on the one hand and (TPS) on the other, and the working relationship between the two. This was undertaken and a paper was prepared setting out the consensus of the island councils and the Tokelau public servants on their duties and responsibilities. Having been approved by the island councils and public servants, this paper (see annex II to the present report) should now serve as a guide to the relationship between the various parts of Tokelau's political and administrative bodies.

36. On 2 December 1980, for the first time, an international treaty was signed in the Territory. The Treaty of Toke-Hega with the United States of America would delimit the maritime boundary between Tokelau and American Samoa, and effectively dispose of the conflicting historical territorial claims to the three islands of Tokelau (Fakaofu, Nukunonu and Atafu) on the one hand and Swains Island on the other. Negotiations with the United States were undertaken and the terms of the treaty were discussed and agreed to. In recognition of the significance of the occasion to Tokelau's political development, the three faipules (the chief representatives of the Administrator in each island) signed the treaty on behalf of New Zealand. It is awaiting ratification by the United States Senate.

37. Tokelau is included in the South Pacific Commission (SPC) area and benefits from the results of work carried out by that organization. The Commission assists Tokelau with technical and in-service training, scholarships, fisheries training and the preparation of the first Tokelauan dictionary. Visits to the Commission had to be postponed during the period under review because of shipping difficulties. This has also affected the administering Power's programme of political education aimed at bringing Tokelau's public leaders into contact with neighbouring Pacific countries.

#### Legislation

38. The basis of Tokelau's legislative and judicial systems is the 1948 Tokelau Islands Act and its amendments. Under this act, the laws of the Gilbert and Ellice Islands Colony, which were in force in the Territory immediately before New Zealand assumed responsibility for its administration, were continued in force. Many of these laws were, however, out of date and have been replaced by laws more suited to present conditions.

39. English law, as existing in 1840 (the year in which the colony of New Zealand was established) applies to Tokelau except in so far as it is inconsistent with the Tokelau Islands Act, 1948, as amended, or any other enactment in force in Tokelau. New Zealand's statutes do not apply to Tokelau unless expressed to do so. The Governor-General of New Zealand may make all such regulations as he deems necessary for the peace, order and good government of Tokelau.

40. At present, the laws of Tokelau are undergoing revision and consolidation. The work involves the following stages:

(a) To prepare a statement of the law presently in force in Tokelau;

(b) To provide the basis for a consolidated edition of the legislation in force in Tokelau and to indicate any legislative changes which may be necessary.

(i) To reflect accurately the present constitutional and legal structures of Tokelau;

(ii) To be internally consistent.

(c) To report on the revision and reform of Tokelau legislation to produce a revised edition of the Laws of Tokelau;

(d) To investigate Tokelau customary law with a view to its recognition by or incorporation in legislation where appropriate.

41. The Samoan Government has generously offered to make available the services of one of its legal officers, who is Tokelauan, to assist with the examination of Tokelau customary law.

42. The revised edition of Laws of Tokelau will, when completed, be translated into the Tokelauan language.

### Local government

43. In each island, the dominant political institution is a village fono. In Atafu, the Council comprises the head of each family group, together with the faipule and pulenuku. In Fakaofu, the Council is made up of the faipule, the pulenuku and the village elders. The Nukunonu Council consists of both elders and the nominated heads of extended families, together with the faipule and pulenuku (see annex III to the present report).

44. The faipule represents the village at large in its dealings with the administering Power and the public service. He presides at meetings of the Council and the Court. The pulenuku is responsible for the administration of village affairs such as the scheduling of work, water supplies and the inspection of plantations. The failautuhi (village clerk) keeps records of council meetings and transactions.

45. The faipule and pulenuku on each atoll are elected by secret ballot and universal suffrage for a term of three years. The most recent election took place in January 1981.

46. There is a General Fono for Tokelau as a whole. It consists of members of the village fonos and selected members of the public service from each island. The representation of an island to the General Fono varies according to the size of its fono. The General Fono decides on programmes and plans for the good of all the people of Tokelau and if necessary passes laws for all of Tokelau.

### Judiciary

47. As previously reported, the Tokelau Islands Amendment Act, 1970, gave the High Court of Niue civil and criminal jurisdiction in the Territory, as if that Court had been a separate Court of Justice in Tokelau. It also gave the High Court of New Zealand an original and appellate jurisdiction in respect of civil and criminal matters. The Act also provided for the appointment of Tokelauan commissioners, currently the faipules, on each of the three atolls to exercise a limited jurisdiction in respect of civil and criminal matters.

### Public service

48. TPS, established in January 1960, under the jurisdiction of the New Zealand State Service Commission, continues to recruit, where possible, public servants who are Tokelauans.

49. In December 1976, a comprehensive review was made of TPS to ensure that it was properly equipped to perform its tasks and to carry out new functions and responsibilities devolving upon it.

50. In December 1978, a second thorough review was made of TPS which resulted, among other things, in an expansion of the accounts section, appointment of an economic development and publicity officer and inclusion of agricultural workers in TPS. The second review also made provision for salary increases for all TPS staff members and for improvements in the conditions of service.

51. At 31 March 1981, the total number of Tokelauan public servants was 187 (see annex IV to the present report). Apart from only a few positions, including that of the Official Secretary, who is a New Zealander, for which there are no suitably qualified Tokelauans, most of the public servants are Tokelauans. Efforts are continuing to attract the New Zealand-based Tokelauans with appropriate skills and qualifications to TPS. Te Vakai, the regular Tokelauan newsletter, carries advertisements for vacant positions and is circulated among the Tokelauan communities in New Zealand, as well as in Tokelau. In March 1979, six New Zealand-based Tokelauans were appointed to TPS, and in 1979/80, one such appointment was made. No appointment of this nature was made in 1980/81. During 1980, two New Zealand-based Tokelauans, having finished their terms, returned to New Zealand, while others extended their terms.

52. The in-service training programme has continued, and both Apia and Tokelau-based staff have participated in regional seminars and meetings relevant to their duties. In October 1980, a delegation of four from Tokelau attended the South Pacific Conference at Fort Moresby. Tokelau was also represented at several regional technical meetings organized by SPC and at a seminar for senior administrative officers held at the University of the South Pacific.

53. In February 1981, work began on drafting a definitive volume of TPS instructions and guidelines, and it is hoped that this will be available to all public servants in the course of the coming year.

54. Also in February 1981, a third thorough review was made of TPS. Although the final report is not yet available, in general the size and structure of TPS were found to be satisfactory. Some small staffing adjustments have been proposed to take into account changing work responsibilities. The review also made provision for salary increases for all TPS staff.

#### Future status of the Territory

55. According to the 1976 United Nations Visiting Mission to the Territory 1/, the people of Tokelau considered that they were not yet ready to manage their own affairs and wished to maintain their close ties with New Zealand for the time being. In that connexion, the Tokelauans emphasized that it was in their own interests to further improve the Territory's economic and social conditions so as to meet the needs of the people. The Mission considered that the administering Power had to make the issues clear to the people and explain the choices available to them in such a manner as to allay their apprehensions about the future. The representatives of the administering Power assured the Mission that the wishes of the people would be respected, and that the New Zealand Government was ready to give its support to the people to meet their needs and allow them to run their own affairs.

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1/ Official Records of the General Assembly, Thirty-first Session, Supplement No. 23 (A/31/23), Vol. III, Chap. XVII, annex, paras. 412-413.

56. On 16 October 1980, the representative of the administering Power informed the Fourth Committee of the General Assembly 2/ that her Government was firmly committed to fulfilling its responsibilities, in accordance with the provisions of the Declaration on the Granting of Independence to Colonial Countries and Peoples. She reiterated her Government's position that, in its efforts to assist Tokelau towards a degree of self-government and to bring about increased self-sufficiency, New Zealand would be bound by the wishes of the Tokelauan people. She added that so far, the people of Tokelau had preferred to retain their constitutional relationship with New Zealand and should they desire any change in that status, her Government would provide the necessary assistance.

57. The representative of New Zealand also informed the Fourth Committee about the continuation of the general programme of political education, which had been designed to bring Tokelau's political leaders into contact with neighbouring Pacific countries, with a view to fostering an appreciation of political issues and other development problems in newly independent states.

### C. Economic conditions

#### General

58. The economy of Tokelau is based mainly on the resources of the sea and on the coconut and pandanus palms. Increasing contacts with Samoa and New Zealand have stimulated a desire amongst the people to advance their standard of living. Families obtain a part of their cash income from relatives in New Zealand; funds are also received from Tokelauan communities in New Zealand for village and church projects. New outlets have recently been created for the export and sale of handicrafts. Increased attention has been paid to principal revenue earners such as copra, postage stamps, souvenir coins and handicrafts.

#### Land

59. Practically all land is held by customary title, in accordance with the customs and usages of the inhabitants. The Tokelau Islands Amendment Act, 1967, provides that the people of Tokelau may dispose of their land amongst themselves according to their customs; but they may not alienate land by sale or gift to non-indigenous inhabitants. Land holdings, which pass from generation to generation within the families, are held by the head of the family group, although some land is held in common.

#### Agriculture

60. Tokelau's soil is thin and infertile and has resisted all efforts to increase its productivity by the application of fertilizers. Apart from copra, agricultural products are of a basic subsistence nature. Food crops consist of coconuts, ta'amu and pulaka (root vegetables), bread-fruit, pawpaw, the fruit of the edible pandanus and bananas. With the assistance of UNDP and the College of Agriculture of the

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2/ Ibid., Thirty-fifth Session, Fourth Committee, 10th meeting.

University of the South Pacific at Apia, vegetable planting experiments, using carefully selected seeds and fertilizers, continue in each atoll. Rat mosquito and rhinoceros beetle control programmes and a stick insert control programme funded by UNDP, begun in 1980, are continuing.

#### Livestock and fisheries

61. Livestock in Tokelau consists of pigs and poultry. An experimental piggery is in operation at Nukunonu. Goat trials are planned for 1981 on Nukunonu.

62. Dietary staples include ocean and lagoon fish and shellfish, all of which are available in quantity. The most common species of fish caught are tuna, bonito, trevally and mullet. A boat-building expert sponsored by UNDP and the Food and Agriculture Organization of the United Nations (FAO) visited Tokelau in February 1980 to demonstrate an Apian built Alia fishing boat, and all three atolls now have such vessels. These boats have dramatically improved subsistence fishing capabilities. The great increase in privately owned boats powered by outboard motors has also made possible a considerable improvement in supplies of fish for local consumption.

63. In July 1979, the General Fono requested New Zealand to implement Tokelau's extended economic zone on 1 April 1980 and to enter into negotiations with third countries on the declaration and licencing of the zone as appropriate. In accordance with these wishes, the Tokelau exclusive economic zone came into effect from 1 April 1980, and approaches have been made to interested countries to enter into negotiations for fishing licences. No agreements have yet been concluded however. The New Zealand Government has affirmed that the benefits of the 200-mile exclusive economic zone around Tokelau will accrue to the people to Tokelau. The administering Power has undertaken to provide surveillance over the zone (see annex V to the present report).

#### Transport and communications

64. During recent years, transport by ship has been Tokelau's only physical link with the outside world. The regularity of this link was severed in March 1979, when the Nauru Pacific Line vessel chartered for trips to Tokelau was wrecked. An arrangement for a six-month charter of the Transglobe Expedition Vessel Benjamin Bowring was concluded for the period May-November 1980, which assisted significantly in restoring regularity to the service. A subsequent three-month charter of a vessel belonging to a Fiji company was unfortunately terminated by the loss of the vessel on the reef at Fakaofu in February 1981. In March 1981, negotiations were proceeding for a long-term charter arrangement to service Tokelau.

65. Two new aluminium whale boats came into service in 1980, but one was lost with the Ai Sokula (a Japanese boat) in February 1981. Three more whaleboats are to be built and their use will permit fully motorized cargo operations between ship and shore in Tokelau.

66. Three of Tokelau's four radio stations transmit weather reports at four-hourly intervals in addition to the schedules worked for commercial traffic. Three of the radio stations and the radio-telephone are powered by wind generators. The fourth

radio station will be employed in a trial of solar-generated power in 1981, sponsored by SPC.

67. In order to achieve a significant advance in communications with Tokelau, arrangements have been made for the establishment of an amphibian air link between Tokelau and Western Samoa, using an aircraft chartered from Tuvalu. Initially, monthly charter flights are planned. A technical mission from New Zealand visited Tokelau in February 1981 to evaluate landing areas and make appropriate recommendations to ensure the safe operation of the service (see annex VI to the present report).

#### Public finance

68. Public revenue is derived from an export tax of 10 per cent on handicrafts, from shipping and freight charges, the same of postage stamps and coins, custom duties and the return from radio and telegram services. The revenue raised from these sources during the year ending 31 March 1981 stood at some \$NZ 246,000, <sup>3/</sup> while New Zealand budgetary assistance for the period was \$NZ 1.6 million (see annex VII to the present report). In 1981/82, New Zealand budgetary assistance increased by 13.5 per cent over the previous year to \$NZ 1.8 million. The level of budgetary assistance provided in 1979/80 was \$NZ1.3 million, compared with \$NZ 900,000 in 1978/79.

69. New Zealand's aid programme, including budgetary assistance to Tokelau, totalled \$NZ 55 million in 1978/79 and \$NZ 62.75 million in 1981/82. Thus, while the aid programme as a whole increased by some 14 per cent between 1978/79 and 1981/82, the level of budgetary assistance to Tokelau over the same period increased by more than 100 per cent.

70. In July 1979, the General Fono, for the first time, decided to impose customs duties on goods entering Tokelau for resale and on service charges on remittances. It also increased freight rates and charges for registry certificates. All charges which came into effect immediately were expected to be reviewed in 1981.

71. The most important development for Tokelau in the area of finance was the consideration by the Budgetary Advisory Committee of Tokelau's 1980/81 financial estimates and their presentation in October to the General Fono for approval. Atoll sub-committees are now considering the draft estimates for 1981/82, and the experience of the previous year has been of clear benefit.

72. Village revenue is derived principally from overseas remittances - funds sent by the Tokelauan communities in New Zealand for village and church projects, for example, and from the levy of 30 per cent on the net balance of the proceeds of the sale of copra after deduction of payment to growers, agents fees, freight, handling charges, etc. This revenue is paid into special village funds, the utilization of which is determined by the authorities of the village (see annex VIII to the present report).

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<sup>3/</sup> The local currency is the New Zealand dollar (\$NZ). At 6 March 1980, \$NZ 1.00 was equivalent to \$US 1.03.

### Trade

73. As previously noted, a village co-operative store has been operating on each atoll since 1978. In mid-1980, an expert from UNDP visited Tokelau to give further on-the-job training to the store managers in all aspects of retailing. The expert is expected to undertake a follow-up visit in mid-1981.

### International assistance

74. In October 1980, at the meeting of the Fourth Committee, the representative of the administering Power stated that Tokelau's economic and social development were progressing satisfactorily, owing to the assistance provided in no small measure by international and regional organizations, in particular and SPC and UNDP.

75. During the year under review, SPC assisted Tokelau with technical and in-service training, scholarships and fisheries training. SPC is also assisting in the preparation of the first Tokelauan dictionary. UNDP assisted the Territory with agricultural and village development projects, fishery development, transport, health, water supplies, and development of co-operative stores and other projects. In addition, the New Zealand Government has prepared a comprehensive programme of assistance for the development of Tokelau in the fields of transport, health and cultural affairs.

## D. Social and educational conditions

### General

76. Tokelauan society is centered on the kaiga (extended family group). Village affairs are the prerogative of the village fono, which includes representatives of all the family groups.

### Human rights

77. In December 1978, New Zealand ratified the International Covenant on Economic, Social and Cultural Rights and the International Covenant on Civil and Political Rights and Optional Protocol (General Assembly resolution 2200 A (XXI)). Both covenants are applicable to Tokelau.

### Housing

78. Housing policy is based on the principle of self-help. Materials are purchased through the co-operative stores and expertise is made available for the design and construction of houses by public works teams. The General Fono has approved a policy of providing free water storage facilities to all new dwellings with roofs suitable for water collection. This will insure that water is available in times of shortage. A village sanitation and water project is expected to begin in 1981.

Labour

79. Copra production and the manufacture of plaited ware and woodwork are the only industries of significance in Tokelau, and supervision of employment conditions in the industries is not considered necessary. Most labour is devoted to procuring food, maintaining the village and producing woven mats, fans and curios. The various public works programmes and projects also provide useful employment.

Public health

80. As previously noted, there is a hospital on each atoll, all of similar design and construction. They are categorized as rural general hospitals. Each hospital is provided with water storage facilities of up to 30,000 gallons capacity. The water is run through a piped system. Power is provided by a 7KVA Lister generator.

81. There are two wards of six beds each plus a main block comprising an office-consultation room, a dentist room, an outpatient room, a delivery room, an operating theatre with a preparations room, a room for observation and treatment of acute cases, a small room for laboratory work and a storage room. A utility block with sewage system, showers and washing facilities is provided in each hospital.

82. The medical services, being part of TPS, are administered by the Official Secretary of the Office for Tokelau Affairs. A Director of Health who is responsible to the Official Secretary has been appointed to look after the health needs of each of the three island communities. The staff in each hospital work and function under the direction of the doctor who in turn reports to the Director of Health.

83. The medical services have 4 trained doctors (1 on each atoll and the Director of Health), 1 trained dentist based on Fakaofu who visits the other atolls periodically, 13 trained staff nurses, 7 nurses' aides and 3 orderlies. The doctor-patient ratio is 1:577 on Atafu; 1:663 on Fakaofu and 1:374 on Nukunonu. The dentist is expected to go to New Zealand for further in-service training in 1981.

84. The annual medical report for the year 1980 indicates some high incidence of respiratory diseases such as bronchitis, pneumonia and asthma. Diarrhoeal diseases and gastroenteritis of unspecified causes still account for a high morbidity rate. According to the Director of Health, metabolic diseases are viewed as a potential problem and could be important in Tokelau as changes in life style occur. Incidences of gout and diabetes accounted for 27 and 39 cases, respectively, in 1980.

85. The people of Tokelau, because of their isolation, are not particularly resistant to some diseases brought by ships calling at Tokelau. For example, in October 1980, when M. V. Aidan departed Atafu it left in its wake an outbreak of influenza which soon developed into epidemic proportions affecting the entire child population and about 60 per cent of the adult population. The symptoms in general were essentially upper respiratory and mildly constitutional; a few of the very young and the very old succumbed to complications of bronch-pneumonia and lobar

pneumonia; while asthmatic persons suffered from serious complications of their usual attacks.

86. In 1980/81, six Tokelauans were sent to New Zealand for medical treatment.

87. The health services that are available in Tokelau are provided free of charge. In the 1980/81 budget, an amount of \$NZ 132,750 was appropriated for health services.

#### Public works

88. As previously noted, in 1979, newly constructed administration centres were opened at Fakaofu and Nukunonu and modifications were completed to the centre at Atafu. In addition to the the regular maintenance programme, a medical officer's house was completed and nursing homes on Atafu, Nukunonu and Fakaofu neared completion.

89. Work had begun on a covered walkway from the village to the administration centre on Fakaofu and to the school on Atafu.

#### Education

90. Each island has a modern, well-equipped primary school for children from 5 to 15 years of age. There are also pre-school classes in each village. Schooling is free, and attendance is close to 100 per cent. The New Zealand Department of Education provides advisory services to the three principles and also helps with the provision of materials and equipment. The schools are inspected annually by a senior officer of the New Zealand Department of Education; however, owing to shipping problems there was no inspection in 1979 and 1980.

91. In January 1979, an expatriate education adviser was appointed for a term of two years to assist the Department of Education in reviewing school curricula and in upgrading teaching standards, particularly in the senior classes. He was attached to the Atafu and Fakaofu schools during 1979 and went to Nukunonu in February 1980 to begin a three-month term on that island. He also conducted a special course in April for students who will attend Samoan and New Zealand schools in 1980. Since he has recently completed his term, a new education adviser is expected to be appointed soon.

92. In March 1981, an appointment was made to the new position of Tokelau scholarship scheme adviser to assist the Tokelauan children in New Zealand (see annex IX to the present report).

93. Tokelau has 40 qualified teachers and 15 teachers' aides. The schools are equipped with radio sets, tape recorders and slide and movie projectors. Each island has a parents' committee which helps to raise funds and organize school activities.

94. At 31 March 1981, 169 Tokelauan students and trainees were studying abroad under official sponsorship, compared with 107 in the previous year (see annex X to the present report).

III. CONSULTATIONS WITH OFFICIALS OF THE GOVERNMENT OF  
NEW ZEALAND AT WELLINGTON

A. Meeting with the Administrator of Tokelau and the Official Secretary  
for Tokelau Affairs at the Ministry of Foreign Affairs

95. On 23 June 1981, the Mission met with Mr. Corner, the Administrator of Tokelau, and Mr. Larkindale, the Official Secretary for Tokelau Affairs at the Ministry of Foreign Affairs.

96. The Administrator welcomed the Mission to Wellington. He noted that Tokelau was the last of New Zealand's Territories to be decolonized and that he had also been closely involved in the decolonization of former New Zealand Territories. Western Samoa, with a population of 89,000 had been the first to gain independence, in 1962. Mr. Corner noted that the situation in what was then known as Western Samoa, had been very clear: the Samoans were a proud and independent people who would have been satisfied with nothing short of complete independence. The Cook Islands, with a population of 20,000 were the next to follow; they had entered into a special arrangement by deciding to remain in free association with New Zealand, delegating responsibility for foreign affairs and defence to New Zealand. With such small populations and restricted economic bases, it was almost impossible for islands such as the Cook Islands, to develop viable economies. The inhabitants of the Cook Islands were New Zealand citizens to this day. The Cook Islands had the right to move to full independence at any time without constraint. Niue entered into a similar arrangement with New Zealand in October 1974.

97. Mr. Corner noted that Tokelau had been administered by the United Kingdom as part of the Gilbert and Ellice Islands during the nineteenth century and the early part of the twentieth century. The United Kingdom, however, had had problems providing administrative services to Tokelau as the islands were so isolated. Following the First World War, the United Kingdom had suggested that it would be easier for New Zealand to take over responsibility for Tokelau and administering the Territory from Western Samoa. New Zealand assumed that responsibility in 1925. Tokelau formally became New Zealand territory after the Second World War following the adoption of the Tokelau Islands Act, 1948.

98. New Zealand, had always strongly believed that it was the people of the Territory through their leaders who were best qualified to run their own affairs. Accordingly, and in keeping with its responsibilities under General Assembly resolution 1514 (XV), which New Zealand supported, New Zealand had recently sought to persuade the Tokelauans to take more active control of the running of their own affairs.

99. With a population of only around 1,500, Tokelau presented a more challenging problem than the Cook Islands or Niue. Its remoteness, the distance between the atolls, and the problems of transport and communication were special difficulties for Tokelau and for the administering Power in their efforts to foster the concept of Tokelau as a territorial and political entity.

100. Transport had always been a critical factor. At one time, the Administrator said, there had been regular shipping services around the Pacific. Ships carrying both passengers and cargo, however, had all but disappeared and it had become increasingly difficult to find appropriate vessels to service Tokelau. It was also very difficult to develop Tokelau economically. The Territory's coral atolls were virtually devoid of soil; the coral was porous and rain water simply ran through it. Coconut palms and pandanus grew in Tokelau but it had proved immensely difficult to develop other kinds of crops despite experimentation.

101. Given those circumstances, it might be asked why New Zealand had persevered with the islands, which had neither economic nor strategic significance. The answer lay in the fact that Tokelau was not thought of as part of New Zealand. Although Tokelauans were New Zealanders - they could settle, get jobs and vote in New Zealand - New Zealand did not regard Tokelau as belonging to it. Rather it belonged to the Tokelauan people.

102. In terms of human history, the Tokelauans had established themselves remarkably well, at the margin of human existence, on those coral atolls. They had worked out a way of life well adapted to their environment, maintaining themselves on coconuts, pandanus, fish and breadfruit. They had evolved a complex and subtle system of self rule through a Council of Elders (fono), which, inter alia, organized coconut collection, fishing and village upkeep. New Zealand considered it had a duty to co-operate with the Tokelauans in preserving the structure of their society, and not simply to evacuate it.

103. Tokelau had also been subject to many changes over the years. It had been affected by the outside world. Ships had brought in diseases, slave traders, adventurers and Christian missionaries. The population had undergone change. In the 1860s slave traders had transported every able-bodied man to the slave mines of Peru. The island had subsequently drawn settlers from a number of places, including Mozambique.

104. Since the Second World War, the society had undergone further changes. The administering Power itself had further disturbed the balance. Tokelau had been faced with the demands of a modern society for communication, education and health care. Another major change had been the introduction of the monetary economy, which had created tensions between traditional and non-traditional ways.

105. Communications had been established with Western Samoa. A large community of Tokelauans was established at Apia. The people of that community had introduced new ideas and ways to Tokelau and had also remitted funds to their families in Tokelau. In 1962, Western Samoa had become independent. As the Tokelauans residing there were not automatically given Samoan citizenship, a large number had migrated to New Zealand and others had gone back to the Territory. After a hurricane in 1966, a good many Tokelauans had migrated to New Zealand with the assistance of the New Zealand Government. There are now more Tokelauans in New Zealand than in Tokelau.

106. Mr. Corner said that the New Zealand administration provided a number of services in Tokelau, including those of doctors and teachers, and the water supply. TPS had been organized to provide those services, and, with the passage of

time, the quality of the Service had improved. The Official Secretary of the Office for Tokelau Affairs was now the only New Zealander in the Service; there were a few Samoans and the rest were Tokelauan.

107. Mr. Corner noted certain difficulties involved in the administration of Tokelau. The Office for Tokelau Affairs was located at Apia. Communications with the atolls from Apia were perhaps more easily maintained from Samoa than from one of the islands in the group.

At the same time, however, being located outside the Territory, the Office might not always be responsive to the needs of the Tokelau people. The next important step was to bring TPS under the political control of the Tokelau leaders. The Administrator had effectively delegated his functions to the Official Secretary and he in turn had delegated many of his responsibilities to TPS.

108. In his view, it was not for TPS to control Tokelau but for the Service to be under the control of the political leaders of Tokelau. New Zealand had been discussing with those leaders the best way to achieve that end and to develop ways in which to reconcile the old and the new. The leaders were still somewhat hesitant about assuming full responsibility for the control of the Service. The Administrator said the Tokelauans were a wise people who were fully capable of working out a way of managing their own affairs in accordance with their character and traditions.

B. Meeting with the Minister for Foreign Affairs  
and other government officials

109. At 12 noon on 24 June the Mission met with Mr. Talboys, the Minister for Foreign Affairs. Present also were Mr. Corner, the Administrator of Tokelau and Mr. Larkindale, the Official Secretary of Tokelau Affairs.

110. The Foreign Minister told the Mission that some three weeks before he had had a visit from the three faipules. They had expressed the fear that the Mission might insist on Tokelau becoming independent. What had impressed the Minister was that, as spokesmen of the Tokelauans, they were still agonizing over how one moved from a village society to a nation State. The Tokelauans had not yet evolved a sense of belonging to one community. At present, the leader of each group decided on the course of action for each community. As modern amenities and changes were introduced, life had become more complicated and individualistic. Tensions had arisen. The classic tension was that between the old ways and the new. There were also problems of transformation of the society so that a public service responsive to new needs and challenges could operate. Sometimes the greater the challenge to the old ways, the more traditional reactions tended to be. The members of the younger generation and public servants adapted faster to changing circumstances. The Minister had made it clear to the Tokelauan leaders that whether they opted for independence or for internal self-government, New Zealand would support them.

111. Tokelau could look to examples set by other countries in the Pacific, such as the Cook Islands. Those examples had encouraged the Tokelauans to look at the different options for self-determination. Change was gradually taking place in Tokelau and the Tokelauans had set the pace, just as it was for them to decide

their ultimate future. New Zealand would encourage but not force them; support them but not set the pace. Tokelau was gaining experience and building confidence and it was hoped that that confidence would help expedite the process.

112. The Chairman of the Mission paid tribute to the work achieved by New Zealand in decolonization of its Territories in a peaceful manner. The Mission realized that Tokelau had special problems - its isolation, paucity of natural resources and small population. He noted that New Zealand, as part of its policy to promote political education, had encouraged Tokelauans to visit their neighbours. New Zealand had also protected the maritime resources of the Territory for its exclusive enjoyment.

113. He said that the members of the Mission would go to Tokelau and see and hear for themselves and then they would be most happy to have further discussions.

114. The Minister said that New Zealand would try to meet the recommendations of the Missions.

#### C. Meeting at the Ministry of Foreign Affairs

115. At 3 p.m. on 24 June, the Mission met with Mr. Templeton, the Deputy Secretary of Foreign Affairs. Also present were Mr. Corner, the Administrator of Tokelau, Mr. Larkindale, the Official Secretary for Tokelau Affairs, Ms. Lucas and Mrs. K. Lackey.

116. Mr. Templeton welcomed the Mission and asked whether the members had any questions to raise with the Ministry arising from their talks with the Minister for Foreign Affairs, the Administrator and their discussions over lunch.

117. The Chairman, after thanking him for the welcome, said that he hoped the Mission would have another opportunity to meet him after its visit to the Territory. He would concentrate on questions dealing with political and constitutional developments, while his colleagues would handle economic and social questions. The following is a summary of the answers to the questions.

118. New Zealand had no set time-table for the attainment of self-government or independence for Tokelau. Rather, New Zealand had been urging the leaders of Tokelau to take over greater control of the management of their own affairs. The leaders had shown some lack of confidence and were rather hesitant to take over affairs beyond their customary level. But New Zealand had insisted that they were able to do so. As part of the process, the Budgetary Advisory Committee had been set up to establish expenditure priorities. When the leaders had acquired more experience they would become more confident.

119. However, if the leaders wanted to proceed to an act of self-determination, that would be quite acceptable to the New Zealand Government. If, however, New Zealand was to impose an act of self-determination on them too soon they would probably reject it and decide that they were happy with the status quo.

120. The pace of self-determination was determined by the pace at which the administering Power could convince the leaders to go. It would not push them faster or further. The Administrator quoted from his speeches to the general Fono given in 1979 and 1980 in which he urged the Tokelauans to move towards taking over the management of their own affairs.

121. The creation of a sense of unity of the population of the Territory depended on good communications. The general Fono and the Budgetary Committee met regularly, together with doctors, teachers and young groups. The general Fono and the Budgetary Committee meetings could be held more frequently if there was a boat safe enough to carry people from one atoll to another and capable of being moored on any one of the islands. Such an inter-island craft was currently being designed.

122. The Budgetary Committee was at the very heart of the co-operation between the atolls. It was responsible for deciding how the revenue available to Tokelau should be divided among various projects on the atolls. That meant that the representatives of the atolls had to meet to negotiate among themselves.

123. The legal system of Tokelau was very complex. Initially, Tokelau had been a British Protectorate. In addition to traditional laws, therefore, British laws had also been applicable. The Territory had become subject to the laws of the Gilbert and Ellice Islands. The situation had been further complicated when, in 1925, Tokelau had become a part of New Zealand. Although very few laws had been passed after 1948, there were nevertheless a series of laws in Tokelau which either overlapped each other or were irrelevant, and which were simply not enforced. New Zealand was currently trying to identify and rationalize the existing laws applicable to Tokelau.

124. Education up to form 3 or 4 was provided on the atolls for children from the age of 5 up to the ages of 14 or 15, i.e., to the New Zealand equivalent to form 4. After that, those students who did well were given scholarships to continue their secondary schooling in New Zealand, Western Samoa or Niue. Students who remained in Tokelau were taught subjects and skills oriented towards life in Tokelau.

125. The administering Power was looking into the possibility of establishing a secondary school on one of the atolls. There were, however, many aspects of the problem that had not been resolved. In order to go beyond New Zealand's form 4 specialized teachers would be required. The number of qualified pupils was also small. For example, if there were 15 pupils for forms 5 and 6, seven specialized teachers would be required - would that number of specialized Tokelauan teachers be available? At present there were no non-Tokelauan teachers in the Territory.

126. There was one person working on the Tokelau/English dictionary. It was hoped that the dictionary would be completed within two years.

127. The translation of information on the work of the Special Committee and other relevant information on the United Nations had been restricted by the availability of translation facilities. Parts of the report of the 1976 Visiting Mission had been translated and published in the local newsletter.

128. Tokelau had become a monetary society. There was a demand for consumer goods such as food, beer, outboard motors, clothes, etc. There had been a change in people's attitudes. People were now demanding money for services rendered.

129. The development of the Territory suffered from the constraints of small size, population, isolation, a paucity of resources and poor coral sandy soil. The prospects for the growth of the economy were not very bright. New Zealand provided annual aid of some \$NZ 1.6 million, or approximately \$NZ 1,000 per capita, while locally raised money amounted to \$NZ 200,000; the sale of copra brought in approximately \$NZ 50,000; handicrafts \$NZ 10,000; and the sale of stamps and coins \$NZ 120,000. It was extremely difficult to increase agricultural production. With the increase in the Territory's economic zone, more fish might be caught. Licencing could earn between \$NZ 25,000 and \$NZ 50,000 for the Territory. All told, the Territory could earn \$NZ 300,000 per annum. It was noted that as needs increased, New Zealand might have to increase its financial support. Copra was sold to a New Zealand company in Auckland. Because of a stabilization fund administered by the Office for Tokelau Affairs, Tokelau was currently receiving a higher price for its copra than that available on the world market.

#### IV. CALL ON THE PRIME MINISTER OF WESTERN SAMOA

130. The Mission met with Mr. Efi, the Prime Minister of Western Samoa, on 25 June at his office at Apia.

131. In reply to a question as to how he saw the future of Tokelau, the Prime Minister said that it appeared to him that in the foreseeable future Tokelauans would like to maintain the same relationship as they had with New Zealand. They wanted to maintain the status quo. But one could never be too sure about political questions. They might have second thoughts.

132. At one time some people had thought of working for the achievement of the goal of establishing a "Greater Polynesia". Many people within the area of Greater Polynesia used the Samoan Bible and were trained in Western Samoa. But implementing the concept had not been easy. The concept of "Greater Polynesia" might materialize in the future.

133. Western Samoa had a special interest in Tokelau as the people of the two countries were ethnically very close. Western Samoa provided openings for Tokelauans in its schools and offered Tokelau practically everything else except shipping. As a window to the world, it offered an opening for the sale of Tokelauan handicrafts, copra and fish.

134. With regard to the headquarters of Tokelau administration, he stated that although it was unnatural to have the headquarters of one country in another country, it had proved more satisfactory to have it at Apia rather than on any of the atolls. The Tokelauans had preferred to have it there because most of their links with the outside world could be made through Apia. If they had wanted the Office to be moved, it would have been moved. He advised the Mission to seek the

views of Tokelauans when in the Territory. He thought that even if there were an office on Tokelau, a liaison office would have to be maintained at Apia for practical purposes.

V. MEETING WITH THE UNDP RESIDENT REPRESENTATIVE AT APIA

135. On 25 June 1981, the Mission met with Mr. Denis J. Halliday, the UNDP Resident Representative, and held discussions on UNDP assistance to Tokelau.

136. Mr. Halliday informed the Mission that his office was also responsible for UNDP projects in Western Samoa, Niue and the Cook Islands.

137. In the five year period ending in December 1981, UNDP would have spent \$US 230,000 on projects in Tokelau and had projected that in the coming five years, it would spend \$US 150,000. Some unconfirmed information had been received indicating that the \$US 150,000 figure had been raised to \$US 950,000.

138. Tokelau was also eligible to participate in regional projects such as the integrated atoll development project, worth \$US 20 million.

139. He said that UNDP's main contact was with members of the Office for Tokelau Affairs. They met to undertake annual review of projects. There had been problems in implementing the projects, due mostly to problems of transport. UNDP personnel had been able to visit Tokelau only when a ship visited there, usually for a duration of 10 days each time.

140. He described to the Mission the assistance projects in which UNDP had participated in the Territory, as follows:

- (a) Design and building of fishing boats;
- (b) Provision of one freezer for each village for the freezing of fish;
- (c) Provision of the services of a stick insect control consultant;
- (d) Provision of the services of an ILO expert to advise on the management of co-operatives;
- (e) Financing to enable the three faipules to travel to the Cook Islands and New Zealand on study tours;
- (f) Development of radio-telephone communication: three wind-mills had been set up to provide power for the radio. There was also a regional solar power project, SPC, aimed at operating solar pumps;
- (g) Financing the services of a surface transport consultant;
- (h) Provision for a master of public health fellowship for the Director of Health;

(i) Procurement and shipment of books to Tokelau for the public library;

(j) Provision of \$US 45,000 to extend school buildings to provide additional classrooms on Atafu and Nukunonu. The Office for Tokelau Affairs had executed the projects and was later reimbursed by UNDP;

(k) Provision of veterinarians and training of local veterinarians. On the production side, cattle production by grazing under coconuts had been encouraged; the establishment of piggeries had been encouraged and there was some thought of introducing woolless sheep and goats.

141. In response to questions, Mr. Halliday said that UNDP funds might be used for training Tokelauans abroad and that UNDP scholarships were available for technical training in the Solomon Islands.

142. He said that a feasibility study had been undertaken on skip-jack tuna and that some effort was being made to arrange for fishing licences within the 200-mile exclusive economic zone of Tokelau. The introduction of new fishing techniques might also help. For example, he said that some fish-aggregating devices might be used. These devices were fixtures placed some 1,000 fathoms deep and junks of rubber tyre, etc., were placed around the buoy. Fish "flocked" around the junk greatly improving the catch. However, Tokelau also faced the problem of commercial outlet for fish as the countries in the region were also involved in fishing.

143. Mr. Halliday requested the Mission to advise UNDP of any needs it might identify in the Territory that could be financed by UNDP.

144. After visiting the Territory, the Mission passed on the following project requests which the UNDP might consider sponsoring or continue implementing:

(a) The building of sea walls;

(b) Building of underground petrol tanks;

(c) Continuation of assistance to eradicate rats, rhinoceros beetles and stick insects;

(d) Assistance in developing handicrafts;

(e) Provision of fishing boats, especially for Atafu;

(f) Assistance in the production and processing of coconuts, including the introduction of better and higher yielding types;

(g) Provision of a transport expert to advise on transport problems connected with clearing the ship and transporting goods etc. to their destination ashore;

(h) Provision of sports equipment to enable the youth to train for the South Pacific Games;

- (i) Provision of equipment such as sewing machines, to enable the women to acquire skills;
- (j) Financing for women to attend women's meetings outside the Territory;
- (k) Milk for school children;
- (l) UNDP continuation of implementation of the construction of concrete water tanks;
- (m) Provision of assistance for training.

#### VI. DISCUSSIONS WITH STAFF MEMBERS OF THE OFFICE FOR TOKELAU AFFAIRS

145. On 25 June 1981, the Mission visited the Office for Tokelau Affairs at Apia, where it met with the staff members of the Office and talked with them briefly. The Mission was escorted around the office and the storage facilities, where it saw various objects, including a boat, a washing machine, medical supplies and other provisions waiting to be sent to Tokelau by the same vessel, the Micro Palm, on which the Mission would sail.

146. The following day, 26 June, the Mission had discussion with the official Secretary of the Office for Tokelau Affairs at Apia. The Official Secretary informed the Mission that the administering Power was planning to install a radio station to relay broadcasts from Samoa and other neighbouring countries.

147. The Mission was informed that the Tokelauans never saw films or movies not even documentaries on the Pacific or cultural and sports activities, owing mainly to their lack of initiative to organize such shows. It was pointed out that the question would arise as to whether it was the role of TPS to provide film shows for the Tokelauans or whether they should be organized by the people at the village level. The official Secretary was of the opinion, however, that with the help of a communications satellite, projection of television programmes could be possible within the next five or six years.

148. The Mission was told that at present, the cost of passage by ship between Apia and Tokelau was \$NZ 10 each way for deck passengers, and \$NZ 150 return for tourists and others. A proposal had been made to increase the fare for deck passengers to \$NZ 25 but it had been opposed by the people. The Mission was informed that the New Zealand Government paid a total of \$NZ 375,000 each year to charter ships to Tokelau. Of that amount \$NZ 38,000 was recovered from passengers and cargo charges.

149. On the subject of nurses' homes on the islands, the Mission was informed that only in Nukunono was there a need for a nurses' home; \$NZ 11,000 had already been allocated for that purpose in the 1981/82 budget.

150. The Mission was also informed that work on the extension of the school in Atafu had started and some of the walls had already been erected. Schools in the other two atolls did not need extensions at present.

151. On the question of hiring Tokelauans for the Office for Tokelauan Affairs, the Mission was informed that since 1977, when TPS had been restructured along the lines of British and New Zealand civil services, individual Tokelauans had been selected on the basis of qualifications and competence.

152. At present TPS followed the system practised in New Zealand, Fiji and Samoa. It was a rule to invite applications for any vacancy to be filled. However, in the case of a competition between a Tokelauan and non-Tokelauan, the Office tended to select the Tokelauan even if he were not as qualified as the non-Tokelauan. The Mission was informed that approximately 25 per cent of the annual budget for the Territory was paid in salaries to the public servants.

153. With regard to the relationship between the Office for Tokelau Affairs and UNDP, the Mission was informed that the Office co-ordinated with UNDP in matters of development projects.

154. The Mission inquired whether there was a family planning programme in Tokelau and if so, whether there was a need for it. The Mission was informed that the people were aware of family planning but that only a few practised it. The Tokelauans believed that children were blessings. Those women who did practise family planning usually took pills. No side effects had been reported to date. It was stated that the administering Power did not advocate birth control as a general policy in Tokelau; assistance was given only when requested.

155. Tokelauans could emigrate to New Zealand with little difficulty. However, since 1952, they needed to obtain exit permits which was to ensure before they left that they had a place to go and work. At present, outsiders needed entry permits to go to Tokelau.

156. The Mission asked what would happen in the event of a referendum if the three islands did not vote to produce the same result. In reply, it was stated that in all likelihood a consensus would emerge.

157. When asked about the position of the Territory's relationship with New Zealand, the Mission was informed that while the general Fono would like to see some development on the islands it did not yet want to see the status quo changed.

158. The Mission was informed that there were 136 Tokelauan students studying overseas (77 in New Zealand, 48 in Samoa and 11 in Niue). Because of transport problems, these students could not visit their families in Tokelau as frequently as provided for by the terms of their scholarships. However, efforts would be made to allow them to return home every two years.

VII. DISCUSSIONS WITH THE FAIPULES ON THE MICRO PALM

159. The Mission met the faipules on 28 June while travelling back from New Zealand on the Micro Palm.

160. The Chairman explained briefly the mandate of the Mission and what the Mission had done so far. He explained to them the Mission's visit to Wellington for consultation with representatives of the New Zealand Government and discussions that had taken place at Apia with officials of the Office for Tokelau Affairs and the UNDP Resident Representative. He told them that the Mission was proceeding to the Territory to see for itself the conditions there and to hear the views of the inhabitants with regard to the conditions and the future of the Territory. The Mission was interested in hearing their views.

161. The faipules said that the people had not yet made a decision with regard to the future of the Territory. They had to sit down and discuss the matter and then arrive at a decision. They did not think that their Territory was ready for independence. Probably it would go on maintaining the status quo.

162. While in Wellington, they had discussed several items with the representatives of the New Zealand Government, including the transfer of the Office for Tokelau Affairs from Apia to Tokelau. The New Zealand Government wanted the Tokelauans to determine their future status. However, although the New Zealand Government did not think that Tokelau could afford to move to full independence, it was up to the people of Tokelau to decide.

163. They said that one of the reasons why Tokelau could not proceed to independence was its poor economy. They felt that Tokelau's economy needed to be improved a lot first. Improvement in communications was to them of paramount importance. They appreciated the development aid from New Zealand but Tokelau still needed further development. New Zealand was experiencing financial problem and they realized that everything could not be done at once. Communications between the three atolls were not close enough. It might take them some time to get closer. Hence the need to improve inter-island communications, especially transport.

164. Commenting on students on scholarships abroad, the faipules said that although the students initially wanted to return and work in Tokelau, they were experiencing some problems. After staying in New Zealand for some time, many decided to stay and work there.

165. Concerning consultation within the Tokelauan community, they stated that in village matters the elders directed the youth. With regard to matters outside the village, the elders consulted the youth, people generally and TPS for advice.

166. They appreciated the arrangement for the Mission to hold further discussions with the village fonos.

VIII. MEETINGS HELD IN TOKELAU

A. Meetings at Nukunonu

Council of Elders (Fono)

167. On 29 June, the Mission met the 15 members of the Council of Elders (Fono). Before the Mission addressed the Fono, Mr. Larkindale, the Official Secretary, said that he had two matters to discuss with them regarding shipping.

168. He told the Fono that there had been a proposal to hire a boat for five years. The boat would have air-conditioned cabins, more bathrooms and showers and would be more suitable to Tokelauan needs. When he was in Wellington he had talked to the shipping authorities there and they had indicated that the proposal was worth further consideration. Talks on the proposal were to resume in two weeks time from that day. If arrangements could be finalized, the services of the ship might be available to them by the end of the year and would be available for five years. That would solve one of their biggest problems. He asked whether they wished to accept the proposal.

169. The second issue concerned inter-island shipping. Inter-island shipping would make it easier for the Budgetary Advisory Committee to meet more often and it would facilitate sports and school competitions and visits between family members.

170. One of the problems had been to design a ship strong enough, safe enough and one that could be moored when not in use. Such a design had been found. It would be possible for the design work to be completed during the year. If the Fono agreed to the proposal, money would be set aside to build the ship the following year.

171. The acting faipule agreed to the first proposal, especially since the cost of reconditioning would be met by the shipping company.

172. The Official Secretary said that a radio technician had been installing radios for sea-planes which would be in operation within a few weeks. In case of emergency, the radios could also be used for ordinary radio communications.

173. The Chairman then addressed the Fono, saying that the Mission was grateful and happy to be with them. The United Nations was an organization of all the free nations of the world, a kind of world general Fono. The Organization tried to discuss and find solutions to all the problems confronting them. One of the major concerns was the fate of Non-Self-Governing Territories in the world: that is, Territories which are administered by another country. The wish of the United Nations was to see that the people of those Territories exercised their right to self-determination. The United Nations always exhorted the administering Power to spare no effort to prepare the population freely to determine its own future one day. The United Nations had many texts dealing with that theme. The most important of those was General Assembly resolution 1514 (XV) of 14 December 1960, containing the Declaration on the Granting of Independence to Colonial Countries and Peoples.

174. As far as Tokelau was concerned the administering Power was New Zealand. New Zealand was committed to the implementation of the Declaration. In 1976, New Zealand had invited the United Nations to send its first Mission to Tokelau to see for itself the political, economic, educational, health and social conditions of the Territory. After the visit, the members of the Mission had written a report in which they had made certain recommendations. 4/

175. Five years later, New Zealand had invited the United Nations to send another Mission to see what progress had been made in implementing the recommendations since then. To start with, he would like to state categorically that the Mission had not gone there to impose any plan on them. It had no ready-made plan. It was there to listen to the people and to discuss with them what could be done with regard to their future.

176. On the way to Tokelau, the Mission had stopped at Wellington. Representatives of the administering Power had told the Mission about Tokelau, including the changes that had taken place. The Mission, however, had gone to Tokelau to hear from the Tokelauans themselves what New Zealand had done for them and what they would like to see done. The Mission was there to listen to them. The Chairman urged them to feel free to tell the Mission what their wishes were. As far as their future political status was concerned, nobody wanted to impose a solution on them: it was up to them to make their own decision. The United Nations was interested in their well-being: it was interested in seeing to it that they made their decisions in freedom.

177. The acting faipule said he would give the views of the people of Nukunonu. They believed that it was too early for them to make their own decisions. However, they would be in a better position in the future to make their own decisions. They also believed that it was up to the Tokelauan people to make decisions for the welfare of the Tokelauan people.

178. It was their belief that the process of decision-making in Tokelau had begun 20 years ago with the implementation of the programme for Tokelauan leaders to leave the Territory to visit other island countries. The programme had been a very successful one, although only a few of their people had been able to participate in it. The vast majority of the Tokelauans had gone on living on Tokelau with hardly any knowledge of other countries. Perhaps because of the small size of the Territory and a rare chance of anything exciting happening in Tokelau the people thought that there should not be a quick change in the relationship between them and New Zealand.

179. Of course they realized that the canoe of Tokelau had to move forward. They had to ask themselves what changes or proposals had to be made to fulfil their desires so that the canoe of Tokelau would not go back but move forward. That view

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4/ Official Records of the General Assembly, Thirty-first Session, Supplement No. 23 (A/31/23), vol. III, chap. XVII, annex.

was based on their knowledge and experience with canoes. When the canoe was sailing against a strong wind, there ought to be some control otherwise there would be a risk of overturning. First they had to master the skill and experience of running the village. There had been improvements in the process of making decisions and proposals, which had been expedited by the visits of the faipule to neighbouring countries to observe how they run their affairs. They believed that not enough study tours were made available to the faipule; mainly because of shipping problems connected with the tours the process should continue. If the projected sea-plane services started that would result in a great improvement in travel between Tokelau and the outside world.

180. The acting faipule made the following submissions to the Mission:

(a) Discussions on constitutional issues: At present, the Fono met several days a week to discuss village matters. However, they would like to propose that the Fono discuss political and constitutional matters as well. The Fono might meet once a week or once a month for such discussions. They proposed that members of the Fono be paid by the General Fono of Tokelau for attending such meetings.

(b) The Advisory Committee: They proposed to make more use of the Advisory Committee. The Fono might delegate any topic to it for discussion and it would then report back to the Fono. The Advisory Committee might initiate discussions, the results of which might be put before the Fono for discussions and decision.

(c) Transfer of the Office for Tokelau Affairs from Apia: They would like to propose that the Office for Tokelau Affairs be transferred from Apia to the Territory. They felt that such a transfer would enable decisions to be made within a Tokelauan environment and context. TPS would listen more to the voice of Tokelau. There would be ample time available for decision-making especially with heads of departments. In carrying out proposals and decisions, TPS could draw on the traditional knowledge and skills of Tokelau.

(d) Responsibilities or duties to be transferred to Tokelau: They would like to receive from the administering Power a paper setting out the responsibilities and duties that New Zealand wanted to transfer to Tokelau. They felt that such a paper would help and enable them to make a decision to take over the management of their own affairs.

(e) Tokelau Public Service Commission: They were of the view that they would make another small step forward if New Zealand would agree to an affiliation between the Tokelau Public Service Commission and the New Zealand State Service Commission. For example, they would like the New Zealand State Service Commission to inform them of any raise in salary.

(f) Development in Tokelau: They understood and appreciated the kind of effort New Zealand had made and was making in the development of Tokelau in many sectors. They had requested New Zealand to act on their behalf to implement the 200-mile exclusive economic zone so as to enable them to have more financial resources.

(g) Sea walls: Nukunonu had been affected very often by hurricanes. They would like to remind the UNDP Resident Representative of their request for assistance and to reiterate that Nukunonu still needed protection.

(h) Nuclear test: Nukunonu was very much concerned to learn of France's intention to resume nuclear testing in the Pacific. They requested the Mission to transmit their protest to France and ask France to stop the tests. They believed in the welfare and health of their people, fish, plants and animals.

(i) Swains Island: They understood that the Treaty of Toke-Hega had been signed. Swains Island had had a long association with Tokelau. They would like to see that association continue.

(j) Expression of appreciation to the United Nations: They would like to express their appreciation to the United Nations for its efforts to assist them to acquire sea walls, water supplies, fishing boats, fishing gear, a library and piggeries, etc., and in sponsoring overseas travel.

181. The Chairman of the Mission commented on some of the topics mentioned. With regard to nuclear testing, he said that the Mission would convey their protest against it to the appropriate authorities in the United Nations.

182. Commenting on their request to have New Zealand spell out the responsibilities and duties to be transferred to Tokelau, he told them that it was important for them to bear in mind that no exterior Power should impose responsibilities and duties on them. They should think it over and, in consultation with New Zealand, decide which responsibilities and duties they were prepared to take over in the management of their own affairs.

183. Their demand for the transfer of the Office for Tokelau Affairs from Apia to Tokelau was quite legitimate. Such a transfer, however, would have various implications, such as the impact on Tokelau of the transfer of the personnel and family members. It appeared that a liaison office should be maintained at Apia. An important question to be decided would be the site of the office: on which atoll it would be sited. All these questions would need sorting out in consultation with New Zealand.

184. In response to questions, the acting faipule said that when the three faipules visited New Zealand recently they had been informed that New Zealand supported the idea of the transfer of the Office for Tokelau Affairs from Apia to Tokelau. During a discussion on the problems of education in Tokelau, several speakers said that the general feeling was that a high school (i.e., a full secondary school) should be established in Tokelau. The scholarship programme did not appear to be successful, especially when the amount of money involved was taken into account. It was felt the over-all results would be better if students were trained in Tokelau.

185. The Official Secretary said that UNDP had made available the sum of \$US 1,500 for the construction of sea walls for Nukunonu and that funds would continue to be made available until the project was finished.

186. The Co-operative Society was run by a committee and a manager. They decided how to run it. They decided what types of items to order and what prices to charge for the various items.

187. The acting faipule asked for assistance for the construction of an underground petrol station. They were very concerned as the storage of petrol containers in the open posed a danger to the whole village. He also asked that assistance for the eradication of the rhinoceros beetle be continued.

188. The Official Secretary said that the Administration had been looking into the problem of the storage of petrol in recent months. The main problem was how to get petrol from the ship into the tank. One way was to have a rubber tank that could be floated across the reef. The oil companies were looking into that possibility although it might take some time before a solution was arrived at. Meanwhile, a safe petrol store had been designed and approved by Wellington. In the 1981 budget, however, there was no provision for the construction of such a store. It was quite possible that before the end of the year some savings might be effected, in which case the construction of the store could begin. Otherwise, it would have to await budgetary approval in 1982.

189. The Chairman thanked the Fono for its contributions. He told the Fono that the Mission would ask the New Zealand Administration to translate the most important part of the Mission's report into the Tokelauan language so that they would be able to read it.

#### Aumaga

190. On 29 June 1981, the Mission met some 60 aumaga (any male who is not a child and who is not a member of the Council of Elders).

191. The Chairman briefly explained the work of the Special Committee and the mandate of the Mission. The Chairman said that the Mission had come from the United Nations, an organization of all the free independent countries in the world which had come together in order to try to solve the problems of the world. The members of the Mission were members of a committee which looked into the problems of countries not yet independent, such as Tokelau.

192. New Zealand, as an administering Power, reported to the United Nations every year on the administration of Tokelau. New Zealand had invited the Mission to visit Tokelau, to meet the people and hear from them what the problems were and what their thoughts were about the future of their country. That morning the Mission had met with the Nukunonu Fono. The elders made decisions and to a large extent it was the aumaga who implemented the decisions. The Mission therefore wanted to hear from the aumaga what their aspirations, wishes and thoughts were for the future of their country.

193. The Mission had not gone there to push them to become independent or to move on to the status of self-government. The Mission had no ready-made plan for them. It wished to learn from them first-hand about the health, schools, communications and administration of the Territory now and in the future. The Mission was eager and ready to listen to them.

194. The first speaker said that he found the meeting a bit confusing. The Fono was different from the aumaga. The meeting included some public service workers, as well as some elders. To start with they had only aumaga but then they had all those groups.

195. The Chairman replied that the Mission had met the Council of Elders. The Mission wished to meet other members of the community as well - young men, the women's group and the TPS staff. The Mission was not asking them to contradict the Fono but to tell the Mission what their wishes and thoughts were of the future of their country.

196. A second speaker said that while Tokelau might want to move a step ahead, the decision to do so was in the hands of the elders.

197. The third speaker, responding to a question, said that parents did not wish to send their children abroad for schooling when they were young. They preferred them to be educated in Tokelau. Furthermore, only a few bright children were given scholarships. The rest joined the village labour force. Officially, a pupil could leave school at the age of 15 years. At that age they were young, so they had decided to give them another year. The speaker wondered whether there was any possibility of training them to acquire some skills.

198. In response to the question as to what kind of work the aumaga did, the fourth speaker said that they did most of the work required for the well-being of the village. Although most of the work elsewhere in the world was done with the help of machinery, in Tokelau all work was done manually. They carried things (food-stuffs, building materials, pieces of machinery etc.) from one place to another, mixed concrete with their hands and built sea walls, cut copra, collected coconuts, fished and took care of pigs. They did not have enough men for all the tasks required by the community. They had no specialization among the tasks performed. They had come to a stage where they needed machines to ease and expedite their tasks.

199. The speaker said that that kind of meeting, i.e., a consultation, had never taken place before, therefore, the aumaga were not ready to air their views.

#### Women's Group

200. On 30 June 1981, the Mission met with the Nukunonu Women's Group. The Chairman briefly explained the work of the Special Committee and the mandate of the Mission. In the process of the meeting several speakers made the following points.

201. The first speaker said that she preferred that her children stay with her while they were going to school rather than being sent abroad. The educational system should be improved to make that possible.

202. The second speaker thought that there was a need to improve the quality of hospital services, especially with regard to nurses.

203. Asked whether their current political link with New Zealand should be modified, the third speaker said that although there were various views, on the whole they would like the current link with New Zealand to continue. They would also like New Zealand to increase its aid for services and development.

204. The Chairman pointed out that aid was being extended to Tokelau by other countries as well. In addition, the United Nations had asked UNDP to help them and it had already begun doing so.

205. A fourth speaker asked for assistance in the production and marketing of handicrafts. She complained that the prices paid for their handicrafts were not enough compared with the amount of work involved and considering the cost of food in the store. An increase in price would act as an incentive to the weavers, all of whom were women.

206. The Official Secretary explained that in fact there were not enough handicrafts available. The Office for Tokelau Affairs, which marketed the handicrafts on behalf of the producers, had a large unfilled order. They could sell all the handicrafts produced. He said that the Office was looking at ways of marketing the handicrafts more effectively. The marketing manager was at present in Papua New Guinea attending a seminar on the problems of marketing handicrafts. The fare and other expenses had been paid for by the Commonwealth secretariat. The Office could control the price of handicrafts: the people who wanted to buy the handicrafts were not prepared to pay more.

207. Sister Juliana thanked the Mission and said that the opportunity given to the Women's Group to meet the Mission had pleasantly surprised them for it was the first of its kind.

#### B. Meetings at Atafu

##### Fono

208. The Mission arrived on the island of Atafu at 10.30 a.m. on 30 June 1981. After a brief welcoming ceremony, the Mission participated in a meeting with the village Fono. The Chairman expressed great appreciation and gratitude on behalf of the members of the Mission to the faipule and village elders for the warm reception accorded it.

209. The Chairman made a statement in which he explained the purpose of the Mission. He assured the Fono members that the States Members of the United Nations cared for them and were interested in them. He asked them to consider the Mission as a body which wanted to help them. He made it clear that the Mission did not want to impose any idea on them, though it would discuss with them their self-government and independence. He also said that the Mission had come to see the progress made since the visit of the 1976 Mission. He invited the members of the village Fono to speak freely and frankly to the Mission members. He asked about their first pre-occupation in life and if they could think of anything which could be done to improve conditions. Faipule informed the Mission that although

copra cutting was the first important work in their life, most of them did not have jobs to keep them busy. One speaker said that because they could not afford to pay for fishing boats, they could not fish beyond the reef. Another speaker asked if the United Nations and the administering Power could help them to obtain fishing boats so that they could develop that industry. There was a need for boats and better fishing gear in all three atolls. There was also an acute need for the construction of an underground petrol tank.

210. When asked whether the Treaty of Toke-Hega with the United States was satisfactory to the people, the faipule replied that they considered it as a thing of the past although other problems might arise later.

211. The faipule pointed out that the produce from the land was equally divided among families in the village. Because they did not have enough produce to satisfy their needs, they had to depend on outside financial support. He also stated that there was a problem of selling the produce.

212. The faipule informed the Mission that the handicrafts sent to the Office for Tokelau Affairs at Apia to be put up for sale did not get good prices. At that point, the Official Secretary reiterated that there was a large, unfilled order for Tokelauan handicrafts and that the village could not supply them. Some of the handicrafts were exported to Hawaii and some were sold locally. The prices depended on the quality of production because of competition from the other countries of the region. Interjecting, the faipule said that if their handicrafts were of poor quality, it was because of the lack of tools since they used only locally made tools, including those made from broken glass.

213. The faipule pointed out that although copra was the main produce of their village, the trees were growing older and needed replacing; they bore progressively little fruit. There was a need to introduce better and high yielding types of coconut. He also said that they would like to get a better price for copra.

214. With regard to the relationship between Tokelauans living in New Zealand and those living in the atolls, the faipule said that a very strong tie existed between the two groups. The Tokelauans living in New Zealand helped their people in the village by providing financial support and by building houses and churches in the village.

215. When asked about their views and wishes with regard to their right to self-determination and independence and whether their views had changed since the visit of the 1976 Mission, the faipule replied that their relationship with New Zealand had been a subject of intense discussion. They believed that they should strive to rely on themselves and they were thinking of taking some steps to manage their own affairs, eventually leading to self-government. However, they felt that at the moment they were not thinking of self-government and independence, which might be possible in the course of 10 years or so. He pointed out that there were no politicians or highly educated people or resources to finance the administration of the country.

Aumaga

216. At 3 p.m. on 30 June 1981, the Mission met with the aumaga (the young men of the village). The Mission informed those present of the purpose of the Mission, as well as of the discussion it had had with the village elders that morning. The Mission assured them of the importance of the meeting since the future of the islands depended on them and their hard work.

217. The Mission inquired about the opportunities for education, and if conditions had improved since they attended school. One speaker said that there were never enough opportunities for education; they always faced great difficulty and were affected by it. He said that when he was young, there were fewer opportunities. He stressed the need for a secondary school in one of the three atolls. He pointed out that the question had been presented to and discussed with the New Zealand Government, but so far nothing had come of it.

218. When asked about the problems that they had been facing in their work, particularly in their economic life, one speaker informed the Mission that the most important problem was unemployment. There was not much for the young people to do, other than subsistence farming and fishing. They could not produce enough bananas or breadfruit to sell. The only major work they had was in the collection and cutting of copra. He said that although the most stable source of food was the sea, they could not make good use of it because of the lack of proper fishing boats and gear. He asked if the United Nations could help them to obtain fishing boats and other fishing gear. They could not go beyond the reef to the deep water in their traditional canoes and there were not many fish to be found within the lagoon. They also wanted to know the reason for the recent shortage of fish in the waters around them and wondered if it was due to over-fishing by foreign fishing boats.

219. The young men informed the Mission that they valued their tradition and maintained it even in their economic life. They shared everything they produced. If a few people brought in a catch they shared it with the whole village. That did not help any individual to advance in life and it was in contrast to Western and other societies.

220. They informed the Mission that they did everything with their bare hands and bodies. When ships came to their shore they cleared and carried everything on their backs. They wanted to know if they could get something to carry the cargo.

221. The young men also asked if they could be provided with sporting gear and games so that they could practise and prepare to take part in the South Pacific Games for the first time.

222. The following morning, 1 July 1981, the Mission took a walk and visited the village and the school. At the school, it saw the expansion project which had been funded by UNDP. Later, the Mission visited the hospital, where it had tea.

Women's Group

223. At 10.30 a.m. on 1 July 1981, the Mission met with some 40 women of the village. The Mission informed those present that it attached great importance to their meeting since women had always played a very important role in the family as well as in the community.

224. On the question of their status in the family, the Mission was informed that women were subordinate to men in that the women looked up to the men for decision-making. The women played an active role in the family as well as in the economic life of the community: they provided support to the men in their economic activity; they helped the men in the collection of copra and in taking care of the fishing gear; and many earned money by making handicrafts in order to supplement the income of the family.

225. They also informed the Mission that they were very active in community work. They had contributed their income from handicrafts to build a roof on the village council house and had also donated handmade mats to cover the ceiling of the house. They were also active in the religious activities of the village.

226. They inquired whether they could receive any help in the construction of a new building where they could meet together, do their handicrafts and organize other community activities. They also wanted assistance in sending women delegations from Tokelau to participate in women's regional forums.

227. They informed the Mission that the acute problem of transportation had hindered their visits to other islands. They felt that something should be done to solve that serious problem as soon as possible.

228. When the Mission inquired if they were satisfied with the present education of their children, they replied that the standard of education in Tokelau was far from satisfactory. Compared with educational standards overseas, the Tokelauan educational standard was too low. They complained of the lack of classroom materials and facilities. They stressed the need to improve the quality and level of education.

229. Further, they informed the Mission that those students who went overseas to receive an education did not return to Tokelau, mainly because of the lack of job opportunities. They asked that training facilities be made available to enable them to acquire skills relevant to Tokelau's conditions.

230. On the question of health, the women stated that the health service available to them was inefficient. There was a constant shortage of medical supplies, such as drugs, in the hospital, which had only limited facilities. All serious medical cases had to be sent out of the islands. The hospital needed more equipment and supplies to treat patients effectively. It had a dentist but did not have dental equipment.

231. When asked about the relationship of Tokelau with New Zealand, the women replied that they were quite happy with their present status. They emphasized the

need for improvement of their conditions of life. They felt that before attaining self-government they would have to receive proper education, without which they could not run their government. With proper help and the required improvements they might be ready for self-government in the next 10 years.

TPS

232. On the afternoon of 1 July 1981, the Mission held a meeting with some 20 members of TPS at Atafu. The Mission, having explained its purpose in visiting Tokelau, inquired about the condition of the Service.

233. The Mission was informed that there were 47 public servants on the island, including teachers' aides and excluding casual workers. Of the total number, 17 were women. The selection of public servants was made on the basis of qualifications and after their appointments they received training. They wanted to know whether the States Members of the United Nations could offer scholarships or assistance for training of Tokelauan public servants.

234. With regard to the problems being faced by the Service, a policeman said that there was a need for further training in dealing with serious crime and drug problems, although those were not present in the community at the time.

235. The second speaker, a teacher, said that although the teaching staff was capable of teaching different subjects, they lacked proficiency in the English language. He asked for higher educational standards for teachers in general and for English teachers in particular. He also pointed out that owing to a lack of inter-island transportation, the children were unable to participate in the interschool games and sports.

236. The third speaker, an agricultural staff member, stated that among the problems they encountered, the most serious was the rat population which destroyed coconuts on the trees. He asked for assistance for their elimination or control.

237. The fourth speaker, a public works staff member, stated that all of the work was done manually, including the mixing of cement and concrete, since there was no concrete mixer. As a result it delayed the progress of the work. He asked if they could be supplied with a concrete mixer as well as some means of carrying building materials which were currently transported on the backs of the labourers. He pointed out that previously, under a European supervisor of works, there had been four concrete mixers. During his time, they were lucky to receive half of the material ordered. He wondered why things had changed so much.

238. The Official Secretary stated that a new concrete mixer had been ordered and that it was on its way to the Territory. He said that because of shipping difficulties experienced in the past two years, many projects in the 1980 building programme had not been carried out. Construction had now picked up and more casual workers were being employed than ever before to try to catch up with the backlog of construction work. He hoped that the problem was now behind them.

239. The Office for Tokelau Affairs at Apia had instituted a new system of ordering material in bulk to last for over a year. It was then just a matter of shipping it from Apia to Tokelau as needed and replenishing the stock as it was used.

240. The fifth speaker spoke about the need for regulations to maintain and keep the village as clean and tidy as it was when prepared for the Mission. She said that there should be rules to maintain certain distances between two houses. She also asked about the progress of the latrine project which was being funded by UNDP. The Official Secretary informed the Mission that the project would be implemented as soon as the equipment was supplied and it was expected to be completed by 1982.

241. The sixth speaker, a teacher and a parent, said that Tokelauan scholarship holders should be forced to go back to Tokelau after their schooling, whether they succeeded in their studies or not. They should return so as to make a contribution to the development of the Territory. He realized that after staying away from home for so many years such a person would still be thinking and looking at things like a New Zealander.

242. The seventh speaker asked for the continuation of the UNDP-assisted project for constructing concrete water tanks and an increase in the availability of technical training.

243. In the late afternoon, the Mission met with the Atafu Fono once again to say goodbye to the village elders and to thank them for their kind hospitality. The Mission assured them that it would mention in its report all the facts it had observed and all important matters brought before it by the Fono, the young people, the women and the public servants.

244. The members of the Fono reminded the Mission of some of the problems, including the need for the underground petrol tank, which they had discussed with it earlier.

245. With the conclusion of the meeting, the Mission boarded the Micro Palm and proceeded to Fakaofu to continue its work.

### C. Meetings at Fakaofu

#### Fono

246. After an overnight boat journey, the Mission arrived on the island of Fakaofu in the morning of 2 July 1981. It was greeted by the faipule, the pulenuke, the village elders, the women, the young men and the school children. After a brief welcoming ceremony on the shore, the Mission was led to the fale fono (Council House) which was beautifully decorated with the New Zealand national colours and island handicrafts. It wore a festive look.

247. At the outset of the convening of the meeting with the village elders which followed immediately after the exchange of greetings, the Mission's members were

handed a prepared document listing the position of the village Fono on different questions, including those on future political status as well as the economic, social and educational conditions of Tokelau (see annex XI to the present report).

248. The Mission drew the attention of the village Fono to the fact that there were different forms of government before independence and cited the example of Niue which had self-government in association with New Zealand. The former faipule who was acting as the faipule stated that they were aware of stages of government before full independence and emphasized that they had not reached the stage at which Niue had established its self-government. He reiterated the reasons mentioned in their prepared documents, i.e., the lack of higher education, infrastructure, economic resources and established government departments.

249. When the Mission asked whether the establishment of a secondary school on one of the islands would help to manage their own affairs, they replied affirmatively saying that it would go a long way towards the establishment of self-government. However, they asked for the continuation of the assistance they were receiving from the Government of New Zealand.

250. The Mission also asked the Fono members if they were satisfied with the Treaty of Toke-Hega since Swains Island was closer to Fakaofu than the other two atolls of Tokelau. They stated that they supported the Treaty which had resolved the claims and counterclaims of Tokelau and the United States.

251. When the Mission inquired how the Tokelauans intended to tackle their economic problems it was informed that there were hardly any resources other than copra, which was not producing good fruit and was in need of great improvement from planting to final processing for export. They asked for assistance to improve fishing and requested help in obtaining boats and other fishing gear. They also informed the Mission that the lack of transportation hindered their economic development and it needed immediate attention so that Tokelau could have its own shipping facilities. One speaker also stated that the loss of Swains Island had aggravated their economic situation and that its retention by Tokelau would have helped them economically.

252. The Fono members also informed the Mission that the price of copra should be increased. They pointed out that the price of everything except copra had increased during the last few years. Asked whether they had a major buyer with a long agreement to buy their copra, they said that there was no agreement in existence and that they relied on the Office for Tokelau Affairs, which was a "middleman" between the islands and the buyer, a New Zealand company.

253. In that connexion, the Official Secretary stated that there was a long-term contract with Abels, Ltd., New Zealand, and that the prices were adjusted regularly. He also said that the company paid premium prices which were above the world prices, despite the fact that the quality of Tokelauan copra was not very high. The price adjustment and the price stabilization helped them to get more for their copra, particularly in years when the world price for copra was down.

254. When the Mission asked the Fono members to explain what they meant by their statement that "various government departments were not yet securely established",

they replied that it referred particularly to the Office for Tokelau Affairs at Apia. They said that it was situated so far from Tokelau that it did not help the people much in the administration of their own affairs. They also pointed out that the other offices in Tokelau could not operate properly as yet. They believed that as long as the Office for Tokelau Affairs stayed outside the Territory it would hamper progress towards the establishment of self-government. They questioned whether there was any country in the world whose governmental headquarters was established outside its territory.

255. The Fono members also stated that the island of Fakaofu had been very badly damaged by the recent hurricane which had destroyed most of the sea walls surrounding the island. They asked for assistance to rebuild the sea walls and to obtain the supply of cement which they needed badly.

#### Aumaga

256. Immediately after lunch, the Mission held a meeting with some 40 aumaga. The Mission explained to them the purpose of its visit to Tokelau as well as the importance it attached to the meeting with the young men. It asked them to answer some of its questions in order for the Mission to understand their problems better.

257. The Mission was informed by the young men that their main work centred around copra. Most of their time was spent on cutting and collecting copra belonging either to the extended family or the village at large. They also spent some of their time fishing, either individually or collectively, as well as planting taro and pulaka.

258. They stated that copra was the only cash crop. They had to work very hard especially at the time of cutting and collection. They said that after cutting the copra they had to carry it on their backs a long way. They pointed out that, the surface of the islands being rocky, it was very difficult for them to walk with a heavy bag of copra. The practice of carrying heavy materials on their backs had resulted in a rather high incidence of hernias among the labour force. During the stay of the Mission a patient underwent surgery for hernia which was reported to be common.

259. Like their elders, the young men complained that in the last few years the price of copra had remained unchanged while the cost of living had gone up.

260. They asked whether some assistance could be given to solve the problem, such as the provision of wheelbarrows, which they believed would help them in many ways, particularly in the carrying of copra.

261. Canoes were being used less; more people were using boats with outboard motors.

262. The young men further stated that there was an urgent need for upgrading and improving the educational system of Tokelau. They complained about the lack of job opportunities on the islands, saying that those who left the islands for New Zealand got jobs easily.

263. With regard to their relationship with the village elders, they said that Tokelau being a traditional society, they respected the decisions of the elders and accepted them as final. The young men could approach the elders on matters of interest and could discuss their problems and ask for the solution. The president of the aumaga had access to the village Fono and the pulenuke and he could plead their case before them. The aumaga met as and when needed, particularly when it was asked by the village Fono.

264. They informed the Mission that in their leisure time, they played volleyball, basketball, dominoes and other indoor games.

#### Women's Group

265. In the same afternoon, the Mission met with some 50 women of the village. It thanked them for the hospitality they had extended to the Mission since it came ashore. It reminded them of the important role women play in any society, including their own. It invited them to take an active part in the discussion that was to follow.

266. Answering a question on their position in the family and community, one speaker said that being members of a traditional society, they accepted their husbands as the heads of families and they would not overstep their positions. Men discussed matters with their wives at first.

267. The second speaker said that the women play an important role in the economic life of the family. They helped the men in their fishing activity, by taking care of their fishing gear and the catch, and in copra cutting, drying and processing, in which they were equally involved.

268. The third speaker felt that the women had been used too much. They raised children, took part in economic activity and when necessary worked hard at weaving and producing other handicrafts to earn money for the family.

269. Speaking about the handicrafts, the fourth speaker stated that handicrafts which were normally made individually did not bring in sufficient income. Since it was the major source of income for some families, the low price of handicrafts made it difficult to maintain those families. They would like to receive better prices for the handicrafts. The Mission was informed that on big orders, on the instruction of the Fono, handicrafts were made collectively.

270. Asked whether they were satisfied with their children's education, they said that it needed much improvement. They said that at present not all students who completed form 4, which was the highest level of schooling available in Tokelau, could continue on to higher secondary education, which was only available overseas. Since only a few students were offered scholarships annually for secondary education, not all parents could send their children overseas to finish their education. They felt strongly that the higher levels of secondary education should be added to the present school system. They also pointed out that most of the children living on Fale Island, Fakaofo, often faced problems going to the school situated on the other island of Fenua Fala. The children who were ferried

across by a small motorized boat often faced stormy weather on their way to and from the school.

271. Speaking of the health facilities, the women said that there was a great need for medical supplies. They said that often the hospital did not have plaster or bandages and they had to buy band-aids or some type of tape to cover wounds or cuts which they got easily from coral reef and rocks. They said that their hospital was in need of equipment and a laboratory worker. Although there was a dentist, there was no dental equipment or materials. Therefore, the dental patients had to go to Western Samoa for treatment.

272. The women also said that since the destruction of the sea wall around Fakaofu, there was a problem of keeping and controlling pigs, which would go to the reefs as soon as the tide receded. They asked for the building of a facility to be used for a piggery and for other livestock, such as that in Nukunonu. They also complained about the low price of copra and asked that it be increased.

273. Since arrangements had been made for the Mission members to spend the night on Fenua Fala, at the conclusion of the meeting they were taken there by boat.

274. After spending the night on Fenua Fala, the Mission started the following day, 3 July 1981, with a visit to the school and the Fenua Fala hospital. Then it went to Fale Island by boat. Before holding a meeting with the members of the local public service, it took a walk around the island to see the village and the condition of the sea walls.

#### TPS

275. At the beginning of the meeting, the Mission informed the members of the public service of the purpose of its visit to Tokelau and asked them to be forthcoming in their answers and contributions so as to help the Mission to assess their situation.

276. The first question dealt with the access the Tokelauans had to the New Zealand State Service Commission on matters of appointment and pay structure. The members of the staff stated that at present they had access only through the Office for Tokelau Affairs. At times, the members of the Commission would visit the island and learn about the thinking of the local people. They also informed the Mission that there was no special body or union to represent the local public service in the Commission. The members of the local public service would meet as needed, take a decision and communicate it to the Commission.

277. The Official Secretary informed the Mission, however, that there was a Tokelau Public Service Association on each island which could represent its case to the Commission.

278. One public servant informed the Mission that the number of hospital staff was not enough. There was a need for more nurses and laboratory workers. He also talked about the need for x-ray and other hospital equipment.

279. Another speaker stated the need for additional staff in education. There was no librarian in the school, which should have one particularly since a library was being organized there. Another speaker expressed concern about the low standard of education and asked that higher secondary education be established.

280. A staff member from the Department of Agriculture said that there were more agricultural workers employed on a daily wage basis than on a regular basis. The same thing was stated by a staff member in the Public Works Department. He added that some of the public works employees had been working on a daily wage basis for more than nine years. He could not understand why these workers could not be employed on a regular basis.

281. The Mission was informed that there was a superannuation fund and that part of their salary was set aside for the fund to which the New Zealand Government added a 100 per cent subsidy. The money was used to pay retirement benefits.

282. Apart from on-the-job training, the need for specific training was evaluated by the departmental directors since it was their responsibility to train people for specific jobs. In the past, some teachers had gone overseas for training or refresher courses. The public servants asked if the United Nations could help them by offering training programmes.

283. One speaker expressed disappointment that the library was being organized in the school on Fenua Fala, although the majority of the people lived on Fale Island. He wondered whether many people would benefit from its establishment.

284. Following the meeting, the Mission was invited to tea. Thereafter it met briefly with the village elders. It expressed once again the gratitude of the Mission members for the kind and warm hospitality extended by the people of Fakaofu. In mid-afternoon the members of the Mission boarded the Micro Palm for the return journey to Apia on their way to Wellington for meeting with officials of the New Zealand Ministry of Foreign Affairs.

#### IX. CONSULTATIONS WITH OFFICIALS OF THE NEW ZEALAND GOVERNMENT AT WELLINGTON

285. On 7 July 1981, the Mission met with government officials at the Ministry of Foreign Affairs. The meeting was chaired by Mr. Templeton, Deputy Secretary of Foreign Affairs. Also present were Mr. Larkindale, the Official Secretary, Office for Tokelau Affairs, Mrs. Lackey and Ms. Lucas.

286. Mr. Templeton welcomed the Mission back from Tokelau. He said that the Ministry would like to hear any specific comments they had and any specific questions that they might wish to raise.

287. The Chairman responded by saying that the Mission had had no time to formulate its impressions and come to conclusions on its observations. They had learnt of certain matters of great concern to Tokelauans, and they would like some further clarification.

288. One thing had emerged very clearly. The people of Tokelau had expressed the wish to continue the present link with New Zealand, stating that the question of a change of status might be considered at a later stage. They did not feel they were ready to assume the same status as Niue or the Cook Islands. Before moving on to the next constitutional stage, they would like to see over-all improvements in their economy and services, specifically in the areas of fishing, handicrafts production, training of skilled manpower to run TPS and external and inter-island communications.

289. During the course of the discussions, certain pertinent facts emerged. The TPS pay structure had more in common with Western Samoa rather than with New Zealand. A cost-of-living survey was carried out every year and the TPS salaries of Tokelau Public Service were adjusted accordingly. The wages were high enough to attract the needed people into the Service. For more technical positions, higher salaries had to be offered to attract Tokelauans to return to work in the Territory. They were paid about \$NZ 1,500 extra per annum. Contracts were for a period of two years with perhaps one additional year. Then they returned to New Zealand.

290. Currently, the water supply was adequate. The programme to increase it by building more tanks was continuing. Larger generators were being ordered so as to provide more power to each village, which would pay a subsidized price for the fuel needed to fire the generators.

291. Nurses received their training in Western Samoa, and then went to Fiji and New Zealand for advanced training. The success of scholarship students measured by examination results had been limited. A scholarship adviser had been appointed to look into the various aspects of the scheme and to tender advice.

292. The Administrator explained that students who had gone to New Zealand had not done as well as expected. At the current stage of New Zealand development it was doubtful whether New Zealand was the right place for them. Although arrangements were made for them to live with Tokelauan families, discipline there was not as rigid as it was in Tokelau; in New Zealand, a premium was put on independence. The students tended to get loose and not to work as hard. They also experienced a cultural shock. Another of the problems they suffered was a lack of understanding of the outside world and a limited knowledge of English.

293. To the suggestion that the solution might be to establish a secondary school in Tokelau and employ New Zealand teachers there to teach English, he argued that expatriate teachers in Tokelau could create problems due to economic and social differences. The problem would be known better at the end of the year after the report of the scholarship adviser had been received.

294. Another problem was that in the past, the community had not accepted the use of examinations as the criteria for the award of scholarships. Five students from Nukunonu, five from Atafu and three from Fakaofu had been selected as scholarship students each year irrespective of ability. The community had since agreed to use the examinations as criteria.

295. The scheme for the improvement of housing was going on. Because of hurricanes, there was a policy to encourage the construction of buildings with concrete floors and corrugated iron roofs to facilitate the collection of rain water. A lot of the construction was being done by means of loans guaranteed by the Office for Tokelau Affairs from a bank in Western Samoa. Each loan was for \$NZ 4,000 per house, the cost being purely for material. The Office for Tokelau Affairs bought the materials from New Zealand in bulk at 30 per cent less than in Western Samoa, (for example, \$NZ 5.00 for a bag of cement and 82 cents for a foot of corrugated iron sheet).

296. UNDP had made funds available for ongoing sea wall projects. The projects assumed the use of a certain amount of free labour, which could be a limiting factor. Normally, the village labour could build from 500 to 600 feet a year of sea wall.

297. The causeway for Fakaofu posed a problem in that it might prove a very expensive project. It was worth investigating together with the problem of access to the villages by boat.

298. The current price of copra was \$NZ 10 for a 100-pound bag, compared with \$NZ 8 in Western Samoa although the quality of Tokelauan copra was inferior. Essentially, there was a price stabilization scheme.

## X. MEETINGS WITH THE TOKELAUAN COMMUNITIES IN NEW ZEALAND

### A. Wellington

299. At 7 pm on 8 July 1981, the Mission met with about 200 members of the Tokelauan community at Wellington. The Chairman opened the discussion by stating that as they already knew the Mission had been invited to see the evolution of the Territory and to make recommendations. First, the Mission had visited Wellington to be briefed by the representatives of the New Zealand Government. It had then visited Tokelau. On each atoll, Nukunonu, Atafu and Fakaofu, it had met with the fono, the aumaga, the women's organizations and TPS employees. After that it had returned to Wellington for further consultations with the Government.

300. The aim of the Mission that night was to meet with the Tokelauan community and to listen to what they wanted to tell it about Tokelau. It would also be meeting the members of other Tokelauan communities at Rotorua and Auckland. They would not dwell on the problems that they had encountered at Wellington and in New Zealand generally but rather on the problems of Tokelau and thoughts about its future.

301. Several speakers gave their reasons for leaving Tokelau to go to New Zealand. They had gone to New Zealand mostly in search of better economic opportunities for themselves and their families. Due to the paucity of resources in Tokelau, they had come out on their own, or under the scholarship scheme or the resettlement scheme.

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302. One speaker said that because of over-population they had had to leave Tokelau or drown. They felt that their children now had better education opportunities. Very few of them were thinking of returning to Tokelau for good: although they would like to visit Tokelau. The reason they did not want to return was that there was not enough land or employment. One elderly speaker said that now that he was old, he could no longer climb coconut trees but could remain in New Zealand to enjoy the social benefits offered.

303. One young speaker said that his conditions for returning to Tokelau would be (a) improvements in the educational system and health services; (b) the provision of employment and old age pensions; and (c) freedom for young men to express their views.

304. The group was of the view that the Office for Tokelau Affairs should be located in Tokelau. They were aware that several factors, such as the site for the office in Tokelau, had first to be tackled.

305. A lot of the vacancies in TPS were not publicized in New Zealand. There were some Tokelauans in New Zealand who would have liked to apply for such vacancies if they were known. The same speaker discussed the accountability of TPS, suggesting that there should be Tokelauan representation on the New Zealand State Services Commission. He alleged that there had been one case of dismissal which had not received a just hearing.

306. The Official Secretary replied, in part, by saying that the Administration was in the process of writing a report on how to implement the move of the Office for Tokelau Affairs to Tokelau. There were lots of problems involved, such as a decision on its site, and the impact of an additional 100 people on the atoll's hospital, school and water resources, for example. He asked if moving the office to one island would make any real difference to the other two islands. Vacancies in TPS were not widely publicized if the jobs were of an unskilled or semi-skilled nature. Tokelauans were most in need of such employment opportunities. Positions needing skills which were not available in Tokelau were advertised and Tokelauans in New Zealand could apply. In so far as the accountability of TPS was concerned, the Official Secretary said that it was twice as accountable as the New Zealand Civil Service, in that it was accountable to the New Zealand State Services Commission, the faipule and the general Fono. Sometimes they were in conflict.

307. The group submitted a memorandum which was read to the Mission by the Secretary (see annex XII to the present report).

308. They said that they kept up their links with Tokelau and shared family properties, especially land. They sent money to their families - approximately \$NZ 50,000 a year -, and contributed to investments for the formation of a co-operative store on each island. Some individuals sent money there to build houses and buy boats. They were educating people who might return to Tokelau to contribute to the development of the Territory.

309. With regard to the future of Tokelau, they said that "the time had not yet come for Tokelau to enter into a self-government status". They emphasized the importance of training political leadership and exposing it to relevant experience.

310. One speaker said that because of the social structure in Tokelau the introduction of money on an individualistic private basis would disrupt the social structure. He suggested that some planning should be carried out to find a means of distributing monetary income equitably in keeping with the customs and traditions of Tokelau. For example, the introduction of outboard motors for boats had already had an impact on the social structure. The authority of the matai (village elders) had decreased. Boat building skills were deteriorating and the distribution of the fish catch was not always carried out in strict conformity with tradition.

#### B. Rotorua

311. The Mission went to Rotorua on the afternoon of 9 July, accompanied by Mr. Larkindale, Mrs. Lackey and Ms. Lucas. In the evening, it met with 14 members of the local Tokelauan community.

312. In his opening remarks, the Chairman explained the purpose of the Visiting Mission, saying that it was to study the situation in the three atolls of Tokelau and ascertain the wishes of their peoples about their future. He also said that the Mission wanted to meet the Tokelauan community in Rotorua because they continued to maintain strong links with their people in Tokelau.

313. The Mission asked why they had left Tokelau and under what conditions they would like to return home. They said that there were several reasons why they had gone to New Zealand. They had gone there in search of better education for their children and for the economic well-being of their families. They mentioned the pressure of population on meagre resources and the lack of job opportunities which had forced them to leave Tokelau. Some of them said that they had gone there on scholarships and had stayed, believing that they could help their extended families from outside. A few of them had gone to New Zealand through the resettlement scheme.

314. They informed the Mission that not only did they maintain strong ties with the members of their families but they also helped them to build houses, sent them remittances regularly and brought the sick to New Zealand for treatment when needed. They also maintained an active interest in church activities in their villages and provided financial support for them. Owing to transportation difficulties they could not visit Tokelau as often as they would like. There were some who had not visited their villages more than once in the past 10 years. There were a few who had not visited Tokelau since they left in 1966.

315. Asked what they thought were the major problems facing the people of Tokelau, one speaker said that other than lack of economic resources, the Tokelauans were faced with a Western style of life which some viewed with great concern.

316. On the question of the future status of Tokelau, the general feeling was against independence at the present time. One speaker said that although people were beginning to think of self-government or independence, the majority was against it because of the lack of economic resources, lack of development and expertise to run the government. Another speaker said that Tokelau should seek

self-government in free association with New Zealand such as that in Niue, but only when it had reached the stage of development that Niue had at the time of establishing its self-government. That particular view was supported by other speakers who pointed out that Niue was more resourceful. Another speaker said that if it could be assured of the continuation of the aid promised by the New Zealand Government and the international community, then Tokelau could have self-government.

317. A woman asked the Mission if it had been invited to visit Tokelau by the New Zealand Government with a view to granting self-government in free association with New Zealand. The Official Secretary replied that under the present status, the New Zealand Government had the right to make any final decision for Tokelau, although in practice, the Tokelauans were gradually making more and more decisions about their affairs themselves. For example, they had recently made a decision to increase customs duties and postage rates. On the other hand, if Tokelau became self-governing, it would make all of its decisions and New Zealand would have no say in Tokelauan affairs.

318. One speaker asked why half of Fenua Fala still remained in the possession of the Pereira family. The question was not raised when the Mission visited the atolls. In reply, the Official Secretary stated that he thought that Fenua Fala had been bought by New Zealand some 15 years ago, and that the island had been returned to the people of Fakaofu. He promised to look into the allegation.

### C. Auckland

319. At 7 p.m. on 10 July 1981, the Mission met with members of the Tokelauan community at Auckland.

320. The Chairman briefly explained the work of the Special Committee and the itinerary of the Mission. He said that the Committee consisted of 25 members. From time to time, the Committee sent fact-finding visiting missions to Territories so as to ascertain the wishes and aspirations of their inhabitants as to the future of their Territories.

321. New Zealand had invited the Special Committee to send a visiting mission to Tokelau to see developments in the Territory since the 1976 Mission. The Mission had been to Wellington for briefing and further consultations, it had spent one and a half days on each atoll. It had met members of the Tokelauan communities at Wellington and Rotorua. That night the Mission was happy to have had the opportunity of meeting them. That was the last activity of the Mission. The following day the Mission would leave for New York.

322. The aim of the meeting was to obtain information from them. The Mission was there to listen to them. Although some of them had left Tokelau a long time ago, they still maintained very strong ties with the Territory. The Mission would like them to tell it what they thought of Tokelau and its future.

323. Several speakers explained why they had gone to New Zealand. Some had left Tokelau because of the limited resources of Tokelau in search of better economic and educational opportunities for themselves and their families. One speaker said

that if all the Tokelauans who were in New Zealand, Samoa, Hawaii, etc., were to return to Tokelau there would not be enough room for them. He was one of the people who had persuaded others to leave Tokelau for New Zealand in search of better economic opportunities, explaining that they could leave the use of the land to the people left behind. One speaker said that he had gone to New Zealand in search of education because the opportunities in Tokelau were very limited at the time. Later he had decided to stay.

324. One speaker pointed out that the question of emigration did not apply only to Tokelau. Everywhere in the world people were emigrating in search of better opportunities. He had found life in New Zealand much better. He enjoyed a higher standard of living and higher financial resources. If he could afford it he would have liked to visit Tokelau frequently.

325. Another speaker stated that early in 1960 New Zealand had started a resettlement scheme aimed at reducing congestion in the Territory. Some scholarship students had remained in New Zealand after their schooling, whether they passed their examinations or not. Very few of them were prepared to return to Tokelau unless conditions there improved. They managed to maintain very good personal contacts with their relatives and friends in Tokelau. But their contacts with the Administration of Tokelau were not very satisfactory. They received a newsletter, Te Vakai, issued by the Office for Tokelau Affairs but sometimes the news in it reached them too late. As a community they were not very happy; they would like to get news of what was happening in Tokelau.

326. Another speaker emphasized that despite some difficulties, people in Tokelau would survive as they had survived for centuries. They would forge ahead so long as New Zealand went on providing aid. New Zealand had been asked for a long time to help solve the problem of inadequate shipping for the Territory. A lot of the aid given to Tokelau had gone to developing another country and not Tokelau. The aid should have gone to help the people and Territory of Tokelau.

327. The Official Secretary explained that there had been shipping problems since the sinking of the Cenpac Rounder. There were very few ships that could carry both passengers and cargo. In the past year and a half, although the Administration had looked at at least one suitable ship in the South Pacific area, no solution had yet been found. But it seemed that a ship would be found that could make eight to nine trips a year to Tokelau for a period of five years. Within the next few weeks seaplanes operating from Apia and Tokelau at least once a month would be available. That would expedite the delivery of mail and some urgent supplies.

328. The designing of a small, safe boat suitable for inter-island travel was under way. If agreed on by all concerned, including the General Fono, provision for its construction would be made in the following year's budget.

329. Commenting on the budgetary process as it applied to Tokelau the Official Secretary said that legally New Zealand had power of last decision on what happened in Tokelau. In practice, it was encouraging Tokelauans to take more and more decisions by themselves. More and more decisions were being taken by the faipule and more generally by the General Fono. During the last Fono, for example, decisions had been taken to increase postage stamps and customs duties as well.

330. The most important decision was the establishment of the Budgetary Advisory Committee to set up priorities of expenditure. The Budgetary Advisory Committee made its recommendations to the General Fono which then forwarded the budget to the Minister for Foreign Affairs for his statutory approval.

331. The secretary of the community, speaking on behalf of the community, told the Mission that the community had discussed the future of Tokelau and had unanimously concluded that it did not approve self-government for the time being. It was felt that the leaders did not meet the standards necessary to manage self-government and the schools were not well enough equipped. There were several other matters that needed attending to first. New Zealand should help to prepare the people for self-government.

332. Another speaker said that there were young and old people who were ready to return to help the development of Tokelau. The United Nations should encourage New Zealand to continue making improvements in Tokelau and many more Tokelauans in New Zealand would return. A lot had been done, more needed to be done.

333. A speaker said that a good number of people believed that the time had come for Tokelau to run its own affairs. Those who felt that the time was not ripe for them to manage their own affairs were afraid of the unknown. He went on to say that Tokelauans had been on their own for centuries. They would like to see certain things done before moving on to self-government, namely the improvement of communications and the transfer of the Administration office from Apia to Tokelau. They would like to see communications improved so that one could be in touch directly with anybody in the world. He felt that there should be more communication between the Tokelauans in New Zealand and those in Tokelau. After all, two thirds of the Tokelauans lived in New Zealand. Lands in Tokelau belonged to the people in Tokelau and those in New Zealand. Thus, they still had rights in the islands. He felt that the Tokelauans in New Zealand should be represented in the General Fono.

334. Another said that any people in the world would like to run their own affairs. In Tokelau they were faced with the problem of resources. They needed ways and means to develop. He alleged that little effort had been made to train Tokelauans to gain experience to run their own affairs. There was a lack of professional training for the leaders.

335. There was the problem of reconciling the traditional way of running things and the requirements of running things in a modern, Western way. That was a question which needed looking into seriously. In due course, Tokelau should manage its own affairs. Meanwhile an examination should be made as to how the current status might be slowly modified, depending on circumstances.

336. The Official Secretary commented on the training of future leaders. He asked who those future leaders were within the traditional Tokelauan context and how were they to be identified. It was not possible to train everybody as a leader. He suggested that the contribution that they might make was to return to Tokelau during the Christmas holidays, for instance, to discuss such issues with their people. That could bring about a change of perspectives and attitudes more quickly.

337. The meeting closed and the Mission prepared to leave Auckland the following day.

## XI. OBSERVATIONS, CONCLUSIONS AND RECOMMENDATIONS

### A. General

338. As reflected in the foregoing sections, the Mission held a number of discussions in the Territory with representatives of all sectors of the population and in New Zealand with the Minister for Foreign Affairs, the Administrator for Tokelau Affairs and other senior officials dealing with Tokelau. The Mission met with the members of the Tokelauan communities at Wellington, Rotorua and Auckland.

339. At Apia, the Mission held meetings with officials of the Office for Tokelau Affairs and the UNDP Resident Representative for Samoa. The Mission also paid a courtesy call on the Prime Minister of Samoa.

340. On its way to Tokelau, the Mission met with the Faipules of Atafu, Fakaofu and Nukunonu, who happened to be on the same ship, and held discussions with them.

341. In the light of the above-mentioned consultations, the Mission made the following observations, conclusions and recommendations.

### B. Constitutional and political Developments

342. The Mission notes that the political organization of the Territory which is based on the traditions of the people is firmly established on each atoll. It notes that the authority of the elders, expressed through the village fono, was not questioned.

343. Bearing in mind the present structure, the Mission is of the opinion that it would be in the over-all interest of the people if the General Fono were more institutionalized and organized on a permanent basis so as to enable it to deal more effectively with matters relating to the Territory.

344. The Mission was impressed by the level of political awareness reached by the whole population, in particular by the clear and realistic way in which the population grasps the problems faced by the Territory.

345. The Mission feels that the contacts with the outside world, organized for the political leaders by the administering Power, are a positive development. However, it considers that members of other sectors of the population should be given the opportunity to go to the outside world in order to be better informed and trained.

#### Future status

346. The people of Tokelau made it clear to the Mission that, under the present circumstances, they did not intend to review the nature of the existing ties between New Zealand and the Territory. This opinion was also expressed by the Tokelauan communities at Wellington and Rotorua. In Auckland, some members of the Tokelauan community expressed the view that the time had perhaps come for Tokelau to be given the opportunity to make effective preparations for internal self-government.

347. However, through its meetings, the Mission became convinced that the population of Tokelau did not yet wish to reconsider its present status. The reasons mentioned to justify such a decision were essentially of an economic, social and cultural nature. The Mission notes that the administering Power has expressed its willingness to continue to be guided by the wish of the Tokelauans. The Mission therefore invites the administering Power to pay the greatest attention to the relevant chapters of this report.

#### Swains Island

348. The Mission was informed by the administering Power that a treaty on the delimitation of the maritime boundaries between Tokelau and American Samoa had been signed on 2 December 1980 by the United States of America and the three faipules of Tokelau on behalf of New Zealand.

349. It will be recalled that Tokelau had claimed that Swains Island belonged to them. This was disputed by the United States which was administering Swains Island as part of American Samoa. The Tokelauan claim on Swains Islands was brought to the attention of the 1976 Visiting Mission. That Mission was also informed by the administering Power that Tokelau itself had been claimed by the United States.

350. When the 1981 Visiting Mission asked the people of Tokelau about their reaction to the recent treaty demarcating the maritime boundaries between Tokelau and American Samoa, they replied that the treaty had been signed but that they did not know what might happen in the future. They also added that in view of the historic and cultural ties between the people of Tokelau and Swains Island, they hoped that they would be able to continue their centuries-old relationship.

#### Nuclear tests in the South Pacific

351. Mindful of the request presented by the population concerning the continued nuclear tests in the Pacific Ocean, and recalling that a similar request had been expressed to the 1976 Visiting Mission, the Mission calls the attention of the Special Committee and the General Assembly to this serious problem which constitutes a threat to the lives of the people of the Territory and to their environment.

#### Office for Tokelau Affairs

352. The population of Tokelau expressed to the Mission the wish that the Office for Tokelau Affairs be transferred from Apia to the Territory.

353. The Mission is quite conscious of the problems that such a move would cause and is mindful that most of them would have to be solved before any effective transfer of the office.

354. However, the Mission is of the opinion that such a transfer would be in conformity with the unanimous wish of the population, would have the considerable advantage of bringing the civil service closer to those it serves and would constitute an important step towards self-government.

355. The Mission recommends to the administering Power that it initiate, without delay, studies aimed at finding practical means to comply with the wish of the population in this regard. It recalls the assurance given by the administering Power to the 1976 Visiting Mission concerning the changes that were to be implemented with regard to the Office.

#### Tokelauan communities abroad

356. From its visits to Wellington, Rotorua and Auckland, the Mission acquired the conviction that the ties existing between the population of Tokelau and the Tokelauan communities in New Zealand were very close and had not been affected by time or distance.

357. The Mission considers that the Tokelauan communities abroad should have a say in the affairs of the Territory of their origin. The level of education and the social conditions that those communities enjoy, as well as their dual cultural experience, offer them a unique opportunity to help shape the future of Tokelau.

358. Consequently, the Mission calls upon the administering Power, in consultation with the General Fono, to take into consideration the views of those communities concerning the Territory.

359. It urges the Tokelauans living in New Zealand to manifest more actively their interest for Tokelau by giving to the relevant New Zealand authorities any advice they may deem useful.

360. The Mission also invites them to take full advantage of the promised improvements in the field of communications and to keep up with the islands the links deriving from their mutual ties.

#### C. Economic conditions

361. The Mission noted that Tokelau's small size and population, its limited resources (including its poor soil) and lack of reliable means of transport and communications have combined to foster a sense of isolation. These factors, in the Mission's view, appear to heighten the concern of the people of the Territory for their economy and therefore the continued need to maintain their relationship with New Zealand.

362. Taking into account the special needs and problems of evolving island economies such as Tokelau, the Mission stresses the need for further economic improvements, in view of the fact that the economy of Tokelau continues to be based mainly on copra, the resources of the sea and handicrafts. While attention has been given to extending the over-all economic base of the islands, it is felt that more could be done within the limitations that exist.

#### Agriculture

363. The coconut continues to be the main cash crop, as well as a major source of food in the islands. Consequently, continued efforts are necessary to increase its

mindful of the positive steps that have been taken by the administering Power in co-operation with such regional bodies as SPC to bring under control the problem posed by rats and rhinoceros beetles. Note was also taken of the stick insect control programme to save the coconut palms that was being carried by the UNDP and the University of the South Pacific.

364. While welcoming these efforts, the Mission is of the view that the administering Power should take additional measures to secure from all possible sources such technical advice and assistance as would help in improving coconut and copra production. In this regard, consideration should also be given to the introduction of fast-growing varieties of coconut trees that are suited to the needs of the islands.

365. Since copra is the major revenue earner for the islands, it is also important that all necessary efforts should continue to be made to obtain maximum returns from the sale of copra. The Mission is of the view that the producers should be fully involved and participate in the decisions relating to the marketing of their crop.

366. The Mission also noted the efforts being made by the administering Power in conjunction with UNDP and the College of Agriculture of the University of the South Pacific at Apia to identify the possibilities for further agricultural development on the islands. In this connexion, the Mission feels that further attention should be given to improving the infertile coral soil of the islands in conformity with the 1976 Mission's recommendations.

367. The Mission is also of the view that further assistance is needed for agricultural research and development. UNDP, for instance, has an important continuing role to play in this regard particularly since its work already includes extensive assistance in piggery and poultry development, village projects and electricity generation. For this reason, the recent increase in UNDP's budgetary allocation for Tokelau is to be welcomed and it is hoped that this trend will be continued so that UNDP can provide further assistance as might prove to be necessary.

#### Fisheries and sea resources

368. Fish is a dietary staple, as well as a potential source of revenue. The surveys undertaken by UNDP and SPC have indicated that the harvesting of the sea could be a viable proposition. The administering Power is aware of this since it has secured the services of fisheries experts provided by such United Nations agencies as FAO, as well as regional organizations such as SPC. Moreover, it has obtained through UNDP "alia" fishing boats which have improved the subsistence fishing capabilities in the Territory. However, the Mission considers that the administering Power should provide further assistance for the procurement of more fishing boats and large freezers for storage of fish. This is essential since fishing expeditions can be hampered by rough seas.

369. The Mission's attention was also drawn to the problem of continued poaching in the area. In view of the vast expanse of sea which surrounds the atolls, the Mission considers it necessary for all concerned to continue to devise effective ways and means of combating this problem.

370. Another continuing difficulty in connexion with fish for food and as a source for augmenting income on the islands is the hazardous reefs that surround the three atolls. While some reef channels have been blasted, with the assistance of the administering Power, to ease the passage of the Tokelauans to the sea, the Mission believes that further steps are necessary so that improvements could be undertaken without causing such problems as, for instance, upsetting of the environmental balance around the islands.

371. The Mission also notes the enactment by the New Zealand Government on 1 April 1980, of a 200-mile economic zone for the Territory. The Mission is of the opinion that the benefits of the zone should accrue exclusively to the people of Tokelau and is mindful of the commitment of the administering Power in this regard. Moreover, further efforts should be made in securing fishing licences from interested countries in consultation with the leaders of Tokelau.

372. The Mission feels that UNDP should continue to provide materials (e.g., cement) to strengthen and complete the construction of the sea walls on the lagoon side of the atolls so as to provide breakwaters against storm waves and to prevent the washing away of scarce island soil.

#### Handicrafts

373. Another area of economic activity that could be further expanded is handicrafts. In order to encourage the development of the art, consideration should be given by the administering Power to providing the tools and the technical advice deemed appropriate by the local community. Further improvements in communications could also ensure that the handicrafts could be shipped in good time and condition.

#### Finance

374. The Territory is still dependent on budgetary assistance from New Zealand. Local revenue is still derived principally from the export tax levied on the sale of copra. The Mission also notes that overseas remittances play an important role in augmenting the people's income. As the Territory's means of raising local revenue is still very limited, the Mission considers that the administering Power should maintain and expand its budgetary assistance to Tokelau. It should further consider expanding the capacity of the Territory to raise revenue from local sources. Since the sale of Tokelauan postage stamps and souvenir coins provides a much needed source of income it might prove useful to examine whether there is room for expansion in these two areas.

### Co-operatives

375. The village co-operative stores on the three islands have proved to be useful in adding to the village funds. On-the-job training has also been provided to the co-operative store managers in all aspects of retailing by the UNDP. Such training should be further encouraged by providing training opportunities in other countries. Further studies could also be undertaken to determine whether any additional areas, such as the production and marketing of handicrafts, copra, etc. could be embraced within the co-operative movement in the Territory.

#### D. Social and educational conditions

376. The Government of New Zealand has expressed its determination to help preserve the traditional type of society, social structure, cultural inheritance and traditional customs of the population of Tokelau. In this regard, the administering Power is aware of the need to be careful when introducing modern forms of life and social and economic changes.

377. In this regard, the Mission is of the view that the administering Power should endeavour to undertake measures so that the people of Tokelau become acquainted with other social and cultural experiences apart from their own and especially with the social and cultural life of the peoples of Samoa, American Samoa, Tuvalu, Niue, Tonga, Cook Islands etc. To that end, regular forms of cultural exchanges and contacts of Tokelauans with other peoples should be introduced and institutionalized by the administering Power.

378. The Mission is of the view that insofar as it does not clearly define the relations of various groups in the population - elders, women and young men - the present social structure fails to ensure full and adequate participation of all sectors in decisions affecting the interests of the population.

379. Taking into account the whole complexity and sensitivity of the problem the Mission is convinced that the administering Power should play a more active role in enlightening and educating the people to ensure that conditions are created so that all groups within the population are in a position to participate fully in formulating the policy of their communities.

### Housing

380. The Mission strongly believes that better housing and sanitary conditions would improve the health and welfare of the people. The Mission is convinced that the preservice of the traditional type of society in Tokelau should not be an excuse not to introduce better living conditions and to improve the standard of living in general. The Mission found that the Administration has not set out and sustained a clear policy on housing as was recommended in the report of the 1976 Visiting Mission. In this regard, the administering Power should seek the advice and participation of the Tokelauans in New Zealand.

381. The Mission considers that the administering Power, through TPS and with the assistance of the specialized agencies of the United Nations and in close consultation with Tokelauans in New Zealand, should formulate and implement a housing programme in Tokelau as soon as possible.

#### Public health

382. The Mission observed that, in general, health conditions are satisfactory. This is due to the health policy of the administering Power, which has built a hospital on each of the three atolls so that the basic health needs of the population may be met.

383. In contrast to such a policy, the suggestion made by the 1976 Mission to introduce firmer health control measures regarding visitors to Tokelau was not implemented and since the inhabitants are not resistant to imported respiratory ailments, influenza and other minor diseases, the population suffers from outbreaks of epidemic-like proportions whenever a group of visitors comes to the islands. The Mission suggests that the administering Power take that situation into consideration with the purpose of finding proper means of dealing with the problem.

384. The Mission was informed that some types of medication, medical supplies and instruments are not always available in the hospitals. Although the representatives of the administering Power explained that it is due to the problem of transport, the Mission is of the view that such shortages should be anticipated and avoided.

#### Labour

385. The administering Power has recently made efforts to provide more job opportunities in contrast to the situation prevailing during the 1976 Mission. This could be seen through the employment statistics and through the fact that the TPS now employs 182 Tokelauans, including doctors, nurses, teachers and other public servants. In the view of the Mission, the administering Power should make additional efforts in the exploration of ways and possibilities of further expanding job opportunities. It should also explore the possibility of increasing prices for local agricultural and handicraft products, since this is essential for the improvement of better living conditions in this Non-Self-Governing Territory.

#### Education

386. As one of the major reasons for their reluctance to move towards self-government and independence, the Tokelauans mentioned the fact that their schools are confined to the lower forms and the fact that they do not have among them young people with higher education. The Mission is of the view that this reason should be fully appreciated and it shares the concern of the population that not enough was done by the Administration to improve the situation.

387. The Mission is of the view that further efforts should be made in order to improve the existing standard of primary education in Tokelau.

388. The Mission was told by the people of their wish to have a full secondary school on one of the islands. The Mission is convinced that the provision of full secondary education in the Territory is necessary and the administering Power should provide the ways and means to implement it.

389. The Mission notes with satisfaction that the administering Power provides scholarships to selected students for further education abroad. It is of the view that this programme should continue and all necessary follow-up action be undertaken to ensure that the students complete their studies.

390. The Mission is of the view that the administering Power should do its best to provide political education and to prepare the population for self-government. To that end, the Mission wishes to emphasize the importance of providing young Tokelauans with the necessary basic education in matters that will enable them to run their own affairs.

391. As part of the political education programme, the Mission is of the opinion that more training should be provided to enhance the practical experience of the leaders of the Territory (faipules, pulenukus and members of village councils) in such fields as politics, economics, finance, law and administration, in order to ensure that they are capable of coping with new and modern ways relating to the running of the Territory.

#### Transport and communications

392. The Mission considers that one of the major obstacles to the promotion of unity within the Territory is the lack of suitable and satisfactory communications between the population of the three atolls and the Territory and the outside world.

393. The Mission recommends that the administering Power should do its utmost to improve communications and in particular, transport, in order to facilitate easier movement of people including cultural and sports groups.

394. The Mission is convinced that better communications between the population in the islands and those who have left the islands is also essential for the well-being of the inhabitants of the Territory. More frequent contacts and more direct communications between the Administrator, the Office for Tokelau Affairs and TPS on one hand and the Tokelauans living abroad on the other hand, are of equal importance for the benefit of the Territory. The Mission recommends that the administering Power establish such forms of communication.

395. In order to make it possible for the population to meet other people of different life styles and to improve its general social and economic conditions, the Mission strongly recommends that the administering Power should find suitable ways and means to establish regular shipping and seaplane services to and from the Territory.

396. During its visit, the Mission could see that steps had been taken to register and codify the laws applicable to the Territory.

397. The Mission recognizes the need to translate the laws into the Tokelauan language.

Tokelauan dictionary

398. Recognizing the cultural and practical importance of the work on the compilation of a Tokelauan language dictionary, the Mission stresses the need for its earliest completion.

E. Future visiting missions

399. The Mission considers that the Special Committee and the General Assembly should keep the question of Tokelau under constant review.

400. Bearing in mind the need of the population of Tokelau to express their wishes and explain their problems to the United Nations, the Mission is of the view that the future dispatch of a visiting mission to Tokelau is essential and is of the utmost importance for the future of the Territory.

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