

## INTERNATIONAL ORGANIZATIONS AND CONFERENCES

## The Trust Territory of the Pacific Islands

*Following are statements made in the 35th session of the United Nations Trusteeship Council by Seymour M. Finger, Alternate U.S. Representative on the Trusteeship Council; William R. Norwood, High Commissioner of the Trust Territory of the Pacific Islands and U.S. Special Representative on the Trusteeship Council; and Isao Lanwi and Jacob Sawaichi, advisers to the U.S. delegation.*

## STATEMENT BY AMBASSADOR FINGER, MAY 27

U.S./U.N. press release 75

The United States delegation is pleased to join once again in the work of the Trusteeship Council and to present an accounting of our administration of the Trust Territory of the Pacific Islands. In doing so, I have no intention of underestimating the problems facing the territory—problems such as difficult communications and travel, relative remoteness, and relatively small land area—but I do want to make clear our determination to move forward.

The U.S. Special Representative will cover developments in the trust territory since the last meeting of the Trusteeship Council<sup>1</sup> in some detail. I would like at this time to touch briefly on some of the major events of the past year.

The Congress of Micronesia has held its third regular session, indicating that responsible representative government is being rapidly and firmly established. The internal and external transportation systems are being approved. The territory has contracted for a long-range planning program for urban and regional development, complementing the Nathan report,<sup>2</sup> which was completed about 1 year ago.

At this point, I should recall that the physical development of the Trust Territory of the Pacific Islands has on a number of occasions been

set back as a result of natural disaster. The most recent of these disasters was a typhoon which struck in April of this year. Fortunately, no deaths were caused by the cataclysm, but property damage was extensive, with up to 90 percent of the homes in Saipan and Tinian destroyed or severely damaged. Very recently, under the Federal Disaster Act, which was extended to the trust territory in 1962, financial assistance totaling \$8.5 million was allocated to the trust territory by the Office of Emergency Planning. This financial assistance will be utilized for work essential for the preservation of life and property, for the clearing of debris, for emergency repairs, and for the temporary replacement of essential public facilities.

In August 1967, shortly after the conclusion of the 34th session of the Trusteeship Council, President Johnson sent a message to Congress in which he proposed the establishment of a status commission.<sup>3</sup> The primary duty of this commission would be to recommend the best means of allowing the people of Micronesia to freely make known their desires concerning the future of the trust territory. The Presidential proposal, to which all of the interested departments of the Federal Government have given support, calls for a plebiscite to be held not later than June 30, 1972. The bill is now before the 90th Congress, where hearings were recently held on it by the Senate Subcommittee on Territorial and Insular Affairs. I wish to emphasize that the United States, fully dedicated to a

<sup>1</sup> For U.S. statements made in the Trusteeship Council on June 8, 1967, see BULLETIN of Sept. 18, 1967, p. 365.

<sup>2</sup> *Economic Development Plan for Micronesia: A Proposed Long-Range Plan for Developing the Trust Territory of the Pacific Islands*, prepared by Robert Nathan Associates, Inc., of Washington, D.C., was released by the High Commissioner in 1967.

<sup>3</sup> For text, see BULLETIN of Sept. 18, 1967, p. 363.

course of action aimed at the early implementation of the right of self-determination in the trust territory, is firmly committed to the support of this proposal.<sup>4</sup>

Turning now to another subject of great interest, I wish to report that despite the continuance of negotiations during the year, the United States is not yet able to report the conclusion of negotiations with Japan regarding Micronesian claims. Progress, however, has been made. The United States has made concrete proposals to the Government of Japan envisioning a joint disposition of the claims question. Both Governments intend to continue to pursue vigorously the solution of the question and the United States will keep the Council informed.

I would like at this time to introduce the U.S. Special Representative and two members of the Congress of Micronesia serving as members of the United States delegation.

Mr. William Norwood, the High Commissioner, is undoubtedly known to most members of the Trusteeship Council. He served last year as Special Representative and observed the Council's work during the 33d session. Before being named High Commissioner, Mr. Norwood was a member of the administration in Hawaii.

The Congress of Micronesia has designated two of its Members to serve as advisers on the United States delegation. Dr. Isaac Lanwi, a senator from the Marshall Islands, has been a Member of the Congress since its inception. His particular interests in the Congress lie in the fields of health, education, and social affairs; and he is chairman of the Senate committee dealing with those fields.

Mr. Jacob Sawaichi represents Koror in the Palau District in the House of Representatives. He has served as chairman and vice chairman of the House Committee on Resources and Development.

Two other Members of the Congress of Micronesia will be present during part of this session of the Council. They are Senator Bailey Oltur of Ponape and Representative Lazarus Salii of Palau. Senator Oltur has served as Vice President of the Senate and Representative Salii has served as floor leader of the House. Both are here as part of their duties as members of the status commission established by the Congress of Micronesia.

<sup>4</sup> For a statement made before the Senate subcommittee on May 8 by Under Secretary Katzenbach, see *ibid.*, June 3, 1968, p. 729.

## OPENING STATEMENT BY MR. NORWOOD, MAY 27

U.S./U.N. press release 76

A year ago after I completed my meetings with the Trusteeship Council and headed homeward toward Micronesia, almost a half-world away, I traveled most of the distance by jet aircraft.

But when I arrived on the island of Guam, the then threshold of Micronesia, I transferred to a DC-4 propeller-driven aircraft to reenter the slower tempo of Micronesian life and progress.

This year when these meetings are completed, I expect to return by jet aircraft all the way. I shall be flying from Honolulu, Hawaii, to Majuro, in the Eastern Carolines, by way of Johnston Island. And if I chose to do so, I could continue on through Micronesia to Okinawa and proceed from there to major cities of the Far East.

In the year that has elapsed since the last meeting of this Council, the quickening pace of events has in some instances hurdled the lag of prior years and has propelled Micronesia into a new and more immediate relationship with what formerly was a more distant and separate 20th-century world.

This does not mean that all islands or all districts have been comparably affected by the dramatic impact of modern travel linkage with Hawaii on the east and Okinawa on the west. Nor does this development mean that other measurements of program progress have registered similar change.

Some islands and their people will remain for the foreseeable future relatively untouched by the events of the year past. But the impact, with the inevitable reach of ripples set in motion by a stone tossed into a pond, will be felt, however gentle it may be.

The formal report of the year under review has been submitted.<sup>5</sup> My remarks are intended as a supplement to highlight what has occurred since that report was completed covering the period from July 1, 1966, to June 30, 1967. To bring the record quickly up to date and at the

<sup>5</sup> *Trust Territory of the Pacific Islands* (Department of State publication 8379); for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 (\$1.25).

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same time cover what is almost a full calendar year, I shall attempt to summarize the more significant developments.

#### The Political Future

There is mounting interest in the political future of Micronesia. This interest is evidenced by increasing discussion and debate within the territory and by a comparable display of external concern.

Micronesia's steady development of a capacity for political maturity was reflected by the actions of the third regular session of the Congress of Micronesia, which met from July 10 through August 8, 1967. The volume of bills introduced greatly exceeded that of the prior two sessions. Out of a total of 160 measures proposed, 41 survived the legislative scrutiny of the House of Representatives and the Senate, and 34 were signed into law.

One of the most important of these new laws was a Social Security Act for Micronesians. This measure becomes effective July 1 of this year (1968). The act was based on a study and proposal made by the chief actuary of the United States Social Security Administration. It covers private-sector employees as well as those on the government payroll.

At the outset, 1 percent of salaries will be deducted, to be matched by an equal amount by employers. Over a 15-year period the amount of deduction provided by the employee will increase to 4 percent and an equal amount will be contributed by employers.

Because of Micronesia's steady progress toward a money economy, this social security system is intended to provide Micronesians with income in old age and to give families some protection against untimely loss of their wage earners.

Another legislative milestone was passage of an act setting up a Board of Land Surveying Examiners. This is the first piece of legislation setting professional standards for surveyors. Nine Micronesians have been registered as surveyors under provisions of this measure, which is designed to enable us to deal more effectively with problems arising from disputed ownership and long-pending land claims.

It will be recalled that the second regular session of the Congress of Micronesia requested appointment by the President of the United States of a status commission to investigate con-

ditions and factors affecting Micronesia's political future and to recommend a date for a plebiscite. The President proposed legislation to implement this request, and the matter is now under consideration by the U.S. Congress.

Meanwhile, the Congress of Micronesia proceeded at its third regular session to establish its own status commission. The powers and responsibilities of this commission are the following:

To develop and recommend procedures and courses of political education and action;

To present such range of possibilities and alternatives as may be open to Micronesians with respect to their choice of political status;

To recommend procedures and courses whereby the wishes of the people of the trust territory may be ascertained with respect to the political status of Micronesia;

To undertake a comparative analysis and to select areas of study of the manner and procedure whereby the Commonwealth of Puerto Rico, Western Samoa, and the Cook Islands, and other territories and developing nations have achieved self-government or independence.

The commission has already held a series of meetings and hearings and has decided to establish contact with representatives of various agencies, territories, and nations whose experience is relevant to Micronesia. The commission also plans to establish liaison with the United States status commission if and when the latter is authorized and appointed.

The Congress of Micronesia status commission met separately with two subcommittees of the U.S. Congress who toured the territory in February to assess political development, administrative performance, and economic and financial requirements. The visiting U.S. congressional groups were composed of nine members of the U.S. House Committee on Interior and Insular Affairs, plus staff, and three members of the U.S. Senate Subcommittee on Interior and Insular Affairs, plus staff.

These visitors constituted the largest number of U.S. Representatives and Senators to visit Micronesia to date. They toured all districts and reached many remote islands not on the normal travel circuit. They held meetings with local legislatures, municipal councils, administrative representatives, and other groups and individuals.

The extensive island coverage and time al-

lotted for the visit reflected the increasing interest the U.S. Congress is taking in Micronesia and the desire of the committees to become more directly familiar with the territory and thus become better prepared to evaluate requests for increasing appropriations.

As a consequence of these visits new legislation has been proposed. I was advised just before leaving Washington a few days ago that the Senate subcommittee has reportedly sent a bill which has three major provisions. First is a proposal to increase authorized appropriations to a total of \$120 million for the 3 years from 1970 through 1972. This compares with our presently authorized ceiling of \$35 million for 1969. The Senate committee has also recommended increasing our economic development loan fund to \$5 million and has supported appointment of the proposed status commission.

#### Planning for Future Development

The political future of Micronesia is dependent to a large extent on the economic future and social development of this scattered island community.

In recognition of the need for a coordinated approach to the physical development of Micronesia, the trust territory administration contracted with Hawaii Architects and Engineers to prepare comprehensive master plans for each of the district centers and the islands of Ebeye and Carlson. The basic purpose of the program was to chart a course for the orderly growth and development consistent with and complementary to the social, economic, cultural, and physical aspirations and needs of the people of Micronesia.

The objectives of the planning program are:

1. To provide a better basis for programming the expenditures of public funds for schools, roads, utilities, and other public facilities.
2. To assure the proper location for such facilities.
3. To measure the magnitude of improvement needed.

One of the most important elements of the planning program was a commitment on the consultants' part to carry on an active and intensive program with the people, with the traditional leaders, with local legislatures, and with the trust territory government staff—a program of information and education so there would be a maximum understanding and support for this planning program and, of even

greater importance, a feedback which would be helpful in making the necessary planning decisions. Planning commissions were established, radio programs were initiated, and a monthly planning newsletter was published as part of this public information program, to enable the people to understand and help shape the planning process.

The value of this program has already been demonstrated in the siting of various facilities which are currently under construction. More importantly, the program is serving as an effective instrument through which this administration, working with the people of Micronesia, is developing a coherent set of long-range policies for the physical growth and development of Micronesia.

#### The Economic Outlook

As indicated at the opening of this statement, new commercial jet air service promises to provide a major thrust to Micronesia's economic development.

Micronesian involvement in the ownership and operation of Air Micronesia is an important feature of this new service. The airline is owned 31 percent by Continental Airlines, 20 percent by Aloha Airlines from Hawaii, and 49 percent by the United Micronesian Development Association.

A training program for Micronesian personnel is underway. The company intends to staff as many positions as possible with Micronesian personnel as the latter complete training and meet job requirements.

In addition to linking Micronesia directly with Hawaii and Okinawa, the new service contract calls for construction of six hotels by Continental, one in each district. It is also the plan to staff these hotels with trained and qualified Micronesians.

The new jet service does not presently serve Ponape but will do so upon completion of the Ponape airstrip late this year or early next year.

This means that Micronesia has been opened to and has become a part of the Pacific travel market. As facilities and services are improved, it is expected that the flow of travel dollars will have a substantial impact on the economy of the area and that there will be a significant increase in employment opportunity generated directly and indirectly by tourism.

The number of tourists entering the territory, has already shown a marked increase as a result of the establishment of direct air service between

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Tokyo and Guam, coupled with the opening of a new 54-room resort hotel on Saipan.

Improvements in shipping services comparable to those achieved in air travel are in prospect but probably will not be as dramatic. In March the trust territory government issued an invitation for proposals from qualified carriers to provide major logistic service throughout the territory. These proposals are currently under study, and the selection of a carrier is expected shortly.

In addition to providing direct service from the west coast of the United States, the invitation envisions a new 10-year contract including use of newer, faster ships or combinations of equipment better adapted to Micronesia's economic needs than the schedules and vessels presently in use.

Although field-trip schedules are still far from satisfactory to meet the needs of more remote island communities, we hope to improve this service also. In April we acquired an all-steel 178-foot vessel, which has been assigned to the Marshalls to supplement administrative and field-trip services in that widely scattered island group.

We are cognizant of the need to improve shipping services and administrative and commercial communications in all districts, especially in the Marshalls. The population pressures on some of the more remote islands outside of the district centers are demanding plans and action to overcome the distances and isolation. This problem was brought into a new focus of urgency this past year by food and supply shortages on Ujelang and population pressures on Kili.

Micronesians living in these more remote areas desire better and more reliable shipping and administrative attention than they have been receiving. The answer lies not in the mobilization of emergency measures to meet crises but in development in some areas of subdistrict centers and the separation of field trips and administrative shipping schedules.

The vast ocean areas and fishery resources of Micronesia offer prospects of future development, but progress has been relatively slow. We recently have received indications of interest in the possibility of establishing commercial fishing and canning operations in Truk. We have conducted an engineering survey of possible plant sites and have developed new data on bait sources and tuna species in the area.

There is also increased interest in establishment of a marine science laboratory in Palau.

A number of universities and agencies have indicated a desire to conduct marine research programs in Palau if laboratory facilities can be provided. We are hopeful of obtaining funds from private or government sources for this purpose.

The recommendations contained in the Nathan report continue to provide some helpful guidelines for our economic development program. Since my appearance before you a year ago we have established an economic development division within our department of resources and development and have added a widely experienced economic development specialist to the staff. The Nathan report, meantime, has been widely publicized and has generated numerous inquiries and business proposals, some of which are currently under active consideration. The proposed major increase in the economic development loan fund should stimulate further interest and more action.

Our plans to shift from experimental agriculture to demonstration farming and market-oriented production have not as yet produced significant results, but the availability of more funds, more staff and equipment may enable us to register more progress in the year ahead.

#### New Trends in Education

As interest in Micronesia's political future mounts and as changes occur affecting the economic and social environment, we have recognized the need to reevaluate and redirect the educational system and programs so that the latter are more realistically responsive to changing conditions.

Within the year under review there has been a major shift toward more vocational training without seriously weakening an appropriate balance of general academic study.

Our construction program in the immediate future and years ahead will require numerous skills not presently available in quantity. The newly emerging travel industry similarly will provide employment for qualified Micronesians.

A new vocational school to serve all Micronesia is planned for Koror, Palau, and is expected to be ready for use in September 1969. Occupations for which training will be provided include construction and maintenance, surveying, drafting, food service, dressmaking; and others will be added to meet prospective employment requirements. The high schools are currently renewing their programs to include more vocational orientation, and we expect to

accomplish significant shifts in this direction.

We are aware, of course, that the emphasis on vocational training must be consistent with prospects for application of the skills acquired and that general academic study is also important to enable Micronesian students to qualify for higher college-level education if they are interested in doing so.

Meanwhile, the English-language training program has been continued with major assistance from Peace Corps volunteers. During the summer of 1967 the trust territory and Peace Corps personnel conducted the first English-training program in Micronesia. One hundred and forty volunteers completed the training and were assigned to elementary and secondary schools in six districts. At present as we near the end of the 1967-1968 school year, 370 volunteers and contract teachers are teaching English, along with other duties.

We are also training Micronesians as English-language instructors. It is planned to enroll 75 Micronesians in the 1968 summer training program. In addition, the College of Guam has accepted 18 Micronesians for a summer institute in English-language instruction.

This emphasis on English is intended not only to provide the Micronesians with a widely useful second language but to establish English as the common language of Micronesia and thus strengthen communication in the interests of political and administrative cohesiveness.

**Progress in Health Programs**

Another major contribution by the Peace Corps during the year under review was a household census including health data. The study was under the general direction of the University of Hawaii, using volunteers as field workers.

Although the analysis of disease survey data has not yet been completed, findings so far indicate that the level of community health throughout Micronesia compares favorably with the level of health in the U.S. mainland.

Leprosy is a declining disease throughout the territory; and few new cases have been discovered except on the tiny atoll of Pingelap and the Pingelapese villages of Sokehs and Mandt, which have long been recognized as areas of very high incidence, but all except one of these cases was classified as having tuberculoid leprosy, which means that the disease is not communicable. A leprosy eradication program is

now underway in these areas, under the direction of the University of Hawaii. A fairly successful attempt has been made to obtain tuberculin tests on all inhabitants of the territory. These are being tabulated and it appears that they are not unduly high, in most areas no higher than in many parts of the United States. A chest X-ray survey is now underway and, up to this point, has revealed comparatively few new cases, thus confirming the tuberculin data. Filariasis is found only in limited areas (not at all in the Marshalls or Mariana Islands) and seldom produces symptoms. An eradication program will soon be started.

Family planning has been introduced into each district center; and information, advice, devices, and pills are being offered through the medical officers routinely. There has been no prejudice to these activities, though they are still functioning on a patient-to-patient basis. Accelerated family planning programs are to be introduced in those areas (i.e., Mortlocks, Marshalls) where population problems are most urgent.

Mental disease has been traditionally regarded with fear in Micronesia, and patients with such disease have been ostracized or treated as criminals. Three mental care units have been designed which will permit modern open-ward type of care as well as maximum security where necessary.

In the meantime, our department of health has shown steady administrative improvement. Previous difficulties in recruiting fully qualified doctors have been overcome. We have obtained the services of four new physicians, and six others are prospective employees.

These are all successful midcareer general practitioners who seem to have skills necessary to work successfully along with our able Micronesian practitioners, giving the latter guidance in areas of weakness and setting generally accepted standards of professional performance.

Meantime the need to place more emphasis on improving environmental health is recognized. We are proceeding with plans and programs to improve water, power, and sewer facilities; to expand distribution of adequate dispensaries; to train health aides and to strengthen health education.

In the foregoing report I have emphasized the positive, highlighting accomplishments and developments indicating progress during the past year. It must be acknowledged that gains

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in all areas and programs have not been uniform. Much remains to be done to reach and serve the needs of the people of Micronesia, especially those living in the more remote islands.

Greater effort must be made to train, qualify, and assign Micronesians to senior administrative positions. Some progress has been made in this area, but we have not given the training of Micronesians for administrative responsibility the attention and emphasis which it should have received by this point in time. We intend to correct this deficiency.

On the whole, however, the outlook is more encouraging than it was a year ago. The sympathetic and increasing interest and support of the U.S. Congress are particularly encouraging.

The careful and at times critical scrutiny with which the Trusteeship Council has followed our stewardship has been constructive and helpful.

Gains made during the year past lead to the hope and expectation that we shall make further progress in the year ahead.

#### STATEMENT BY SENATOR LANWI, MAY 27

U.S./U.N. press release 78

I am honored to be accorded the privilege to speak before such a distinguished Council. My colleagues in the Senate of the Congress of Micronesia wish me to convey their greetings and to extend our appreciation for your interest in the problems of our Pacific Trust Territory.

The people of Micronesia are grateful for the progress and development thus far achieved in the trust territory. Many of them, however, consider the rate of progress and development to require further acceleration. Micronesians, in the main, have not been weaned from a subsistence economy into a self-sustaining market economy; the rise in the well-being and general welfare of the people has hardly been perceptible; the productivity of the land and sea resources have yet to be fully realized; and our social and educational needs have not kept abreast with the changing of time.

But to recite these objectives, not yet fully achieved, is not to dismiss the past accomplishments nor to lay blame on anyone in particular. They need mention, if only to indicate areas where our efforts should now be concentrated or focused.

I find among the many chronic problems fac-

ing the trust territory a number of pressing matters which, in my opinion, should require immediate solution if the trust territory is to move at a faster rate of progress in economic, social, and political development. I will speak of only two of these problems:

One of the problems which the government in the trust territory should seek to solve with a certain degree of immediacy is its inability to recruit, employ, and keep qualified administrative, professional, technical, and managerial personnel. Too often, worthy and well-conceived programs in the trust territory stagnate due primarily to inadequate staff and necessary support for the programs. Major economic endeavors invariably flounder at some stage or another because few individuals can be found available to carry out the programs.

I find it disturbing, for example, to know that as recently as last March of this year the administration had vacant 129 out of the total of 513 positions required to administer programs in Micronesia. The positions that were vacant constituted roughly 26 percent of the total number of positions sorely needed to insure success of a balanced development in the trust territory.

I find it further disconcerting when these position vacancy figures are broken down into the departments and agencies of the territory where they occur. Vacancy percentages are found generally to be larger in important department areas. Thus, in public health 50 percent of the total number of positions budgeted for and approved for hiring remained vacant; vacancies in public affairs ran 70 percent; 50 percent in protection to persons and property; 25 percent in administration; 24 percent in public works, utilities, and communications; 30 percent in resources and development; 20 percent in community development; and 13 percent in education. It is no small wonder why implementation of programs is hampered under such circumstances.

In the fishery program, for instance, only one person is assigned to develop, administer, and follow through on this important economic potential; lack of personnel to coordinate and to oversee the low-cost-housing program has stifled positive efforts to get the program underway. The low-cost-housing authorities in the six districts of the territory are well-nigh defunct and certainly have not improved housing conditions of the Micronesian people in any significant manner. Among the problems to be found in the rice, cacao, and pepper productions,



there is to be found the lack of personnel with marketing expertise as a contributing factor in enabling production of these items as major exports. Tourism with its ancillary facilities as an economic possibility in Micronesia has no person in the government to plan and encourage its promotion.

The other area of concern to me is the matter of bringing Micronesians to share and participate in decisionmaking with respect to program initiation and implementation. I fully concur with the recommendation of the 1967 U.N. Visiting Mission to Micronesia that "economic development plans (as indeed any other important policies of the Government) must be discussed with and agreed to by the Micronesian Congress if they are to be understood and supported by the people of the territory."<sup>6</sup>

I cannot conceive of Micronesians ever becoming able to exercise self-determination or self-government if they are not allowed now to participate in program planning and execution. In view of the rising level of financial and manpower assistance provided by the United States, the Micronesian participation in the decision-making process as to priorities and distribution of the total revenues and subsidies among the competing fields of development and social services has gained new perspective and demand that participation be allowed at the earliest possible time. Otherwise, any subsidies provided the trust territory may not really benefit the people for whom the benefits were primarily intended.

The administration, in its sincere desire to move forward, frequently overlooks the wisdom of consulting with or seeking advice from the people. It appears, at times, that the administration is impatient in waiting for the consensus of the people to get expressed. Such impatience, however, has proven itself on several occasions to be shortsighted. Instances are not lacking where well-planned and adequately funded programs have failed or half succeeded only because the administration did not see fit to consult with the Micronesians. Acquisition of sites for school buildings, courthouses, and other government facilities frequently brings about disputes and claims because the Micronesians themselves did not get to know what factors were taken into consideration for the programs being proposed. In such instances the administration could probably have saved

<sup>6</sup> U.N. doc. T/1068.

itself trouble had Micronesian leaders been consulted and their assistance or advice obtained.

In my opinion, it is not enough to place a few selected Micronesians in executive positions of the government and then expect much Micronesian participation to come from these selected few. I feel that participation by Micronesians in policy decisions must and should be a true and active sharing of policy decisions and responsibilities in every aspect of development of the territory, with as broad a spectrum of the Micronesian community as can be practically obtained.

The goals of development in Micronesia are simple; the means of development are infinitely varied. I see the process as one of intimate cooperation and consultation among the United States, the United Nations, and Micronesia in which each will pool its own ideas and experience in order to promote and bring about growth and the achievement of our goals.

I trust that I have made myself clear and that our exchange of views here today will in some way bring us closer to the realization of our ends.

#### STATEMENT BY REPRESENTATIVE SAWAICHI, MAY 27

U.S./U.N. press release 77

I come bearing greetings from the Speaker and Members of the House of Representatives of the Congress of Micronesia. It is indeed a great honor for me to appear and to speak before you today. It is a privilege for me to accompany our High Commissioner, the Honorable William R. Norwood, to appear before this august body.

The position of Micronesia today is cast in a somewhat different perspective than that of last year, when my colleagues Congressman [Lazarus] Salii and Senator [Amata] Kabua appeared before you. At that time, representations were made that Micronesians did not want to exercise their right of self-determination until the people had acquired a firsthand knowledge of both the benefits and the responsibilities under each of the possible political status alternatives in the present 20th-century context. Since then, events within and without the trust territory have seemed to dictate a reevaluation of our position in this regard and an exploration of ways and means to accelerate the time when the political status of Micronesia can be determined.

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August 26, 1968

Last year, there were three remaining territories under the trusteeship arrangement. Today, with Nauru having gained its independence, two territories remain, namely, New Guinea and our Pacific Trust Territory. The need, therefore, to reexamine our rate of progress toward self-determination and possible independence has gained a new dimension of urgency. We are anxious to get on with the job of nationbuilding. I have all the misgivings, however, that unless we renew our efforts and unless we take positive steps to remove the obstacles which lie in the way of self-determination for the people of the trust territory, Micronesia may be overtaken by events; then it would be useless, and indeed moot, to talk about plebiscite or self-determination.

Many of my fellow Micronesians within and without the Congress of Micronesia entertain doubts when one discusses the prospects of a plebiscite on status alternatives which seem to be open to Micronesians. The argument they advance most frequently in support of their positions is that of inadequate development of education and of the economy. There seems to be a general consensus that social and economic development must necessarily precede political self-determination.

There are other Micronesians who take the position that political self-determination must be exercised as soon as it is possible to do so in order to assure some measure of political stability and that, having resolved the political question, the problems of economic, social, and educational development can then be easily identified and resolved.

I have not the capacity to pass judgment on these two diametrically opposed positions. Perhaps a happy solution lies somewhere between the two. It is my conviction, however, that our methods of measuring economic, social, and educational and political progress need to be reexamined. Too often we in Micronesia seem to be preoccupied with how much efforts have been expended in different fields of endeavor, when what we should be asking is: What are the results of our efforts? If we were to ask ourselves this question in relation to our efforts in the trust territory, I daresay that our rate of progress for the past year is hardly perceptible. Our creative efforts to improve our lot in agriculture have left many unresolved problems. Our programs in fisheries, low-cost housing, education, and medical services require further evaluation and examination to see where we

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have failed. In short, a review of accomplishments of the past and previous years and the rate of our progress and growth will indicate the time when Micronesians would be able to exercise their right of self-determination.

It appears timely, therefore, to expend our energies in program areas which would bear the most results and in specific programs which are more pressing in terms of time. I consider among the more pressing and important requirements in the trust territory the following improvements: (1) A corps of highly qualified and motivated Micronesian civil servants; (2) A system of government at the territorial, district, and municipal levels which is readily responsive to the needs of the common people of Micronesia; (3) An immediate shift from program evaluation and experimentation to actual field services and program implementation; (4) A well-balanced and precise development plan, formulated with both imagination and realism and carried out with firmness and the allocation of all the necessary means and financial resources required for their execution.

The determination of the future political status of Micronesia presumes a certain degree of economic and social self-sufficiency. The rate in which planned programs are put into effect will determine when it will be appropriate for Micronesians to decide on their political status. I am hopeful that the end results of our present efforts in the trust territory will be such that Micronesians may soon decide on their future political status.

#### **CLOSING STATEMENT BY MR. NORWOOD, JUNE 5**

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As we come to the close of these proceedings, Madam President, I wish to thank the members of the Trusteeship Council for their friendly and constructive interest in Micronesia.

The probing questions and summary statements have brought into sharpened focus the problems and programs requiring continued and more effective administrative attention.

I believe the record will show that some encouraging gains have been made during the year under review. The start of new commercial air service, the opening of a new 54-room hotel on Saipan, master planning for orderly community development, recruitment of additional

doctors, construction of 130 new classrooms, engineering studies and architectural designs for other new schools and hospitals are indications that there has been perceptible progress.

That the development has not gone forward with uniform effectiveness in all areas of responsibility is acknowledged.

Health conditions and health programs which were of critical concern to this Council and to the World Health Organization 3 years ago have shown demonstrable improvement. We have been successful in recruiting fully qualified doctors of medicine to fill previously existing vacancies. The education and training of Micronesian medical personnel has been given increased emphasis. The new health planning and evaluation contract recently negotiated between the trust territory and University of Hawaii will provide further expert guidance for development of better facilities, practices, and programs.

Discussion and debate of the past several days have emphasized the growing interest in the political future of Micronesia and Micronesia's capacity for self-determination. It will be recalled that only 2 years ago questions were raised in this Council as to whether in fact Micronesia did exist as a cohesive political and social entity. At that time the Congress of Micronesia was but 1 year old and had not yet held its second session. Since then political development has moved forward at an accelerating pace and the deliberation and legislative actions of the Congress of Micronesia have had the effect of strengthening bonds of mutual interest and a sense of common destiny.

The point has been made, however, that despite Micronesia's growing awareness of unity and direction, meaningful political self-reliance cannot be achieved without comparable economic strength. As noted in the statements by the various distinguished members of this Council, this underscores the necessity of stronger efforts to develop Micronesia's resources, along with transportation and communications facilities, without which this community of widely scattered islands cannot possibly achieve economic viability.

Along with this problem, we are confronted with the question of whether Micronesia is economically and politically prepared for some more productive form of self-imposed taxation. Threaded throughout the discussions we have

had here is the recurrent view that we need to adopt a "pay as you go" philosophy, instead of "go now, pay later." There appears to be general agreement that a system of taxation equitably adjusted to the carrying capacity of the taxpayers is a desirable, if not essential, ingredient to bind and strengthen the combined forward movement of political and economic progress.

If we use a single year as the time frame within which to measure progress, the gains may not seem spectacular except in a few dramatic instances such as in air travel. In some areas it may appear that relatively little significant progress has been achieved, but this ignores the substantial preparatory groundwork which has been accomplished during the past year for construction and program development in the year ahead.

If we use a decade of comparisons for our measurement of achievement, the gains indeed are evident. For example, if we compare conditions existing in 1957 with those of 1967 we note:

	1957	1967
Elementary school enrollment	9,400	21,000
Secondary school enrollment	127	2,400
Higher education enrollment	68	300
Private commercial companies	18	43
Micronesians in private employment	765	2,800

Within the past 2 years we have seen the expenditure ceiling authorized by the U.S. Congress double from a level of \$17.5 million in 1966 to \$35 million for 1968. This in itself demonstrates a recognition by the administering authority of its responsibility to provide the financial resources for accelerated achievement.

Although we can take some pride in this statistical record, we recognize that the real measure of the success of our trusteeship is the extent to which Micronesians are involved in the formulation of policies and in the implementation of those policies.

All of the Council members without exception have expressed disappointment that so relatively few Micronesians have as yet been assigned to positions of senior administrative responsibility. The lag here is the more apparent when compared with the impressive performance of the Members of the Congress of Micronesia in that relatively young legislative branch of the government. The need for more effective management and administrative training of Micronesians for employment at all levels of

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government is recognized. The existing training programs, which have shown encouraging results, need to be expanded and strengthened. At the same time it is recognized that the objectives of responsible and responsive government will not be achieved unless the placement program adheres to high standards of performance.

Finally, Madam President, may I acknowledge once again the value of the friendly and constructive interest of this Council. The independent and varied views, recommendations, and criticism of the Council members provide an objective audit of our stewardship. They serve to broaden our vision and instill in us a renewed determination to help the deserving people of Micronesia develop an ever-increasing capacity for self-reliance and self-determination so that they can shape their own destiny and achieve a more justly rewarding life for themselves and their children.

## Current U.N. Documents: A Selected Bibliography

*Mimeographed or processed documents (such as those listed below) may be consulted at depositary libraries in the United States. U.N. printed publications may be purchased from the Sales Section of the United Nations, United Nations Plaza, N.Y.*

### General Assembly

#### Special Committee on Peace-Keeping Operations.

Letter from the representative of Canada transmitting a commentary on certain aspects of peace-keeping operations, including Canadian standby arrangements. A/AC.121/17. June 19, 1968. 58 pp.

Letter from the representative of the Netherlands transmitting memorandum concerning the Netherlands standby forces for United Nations peace-keeping operations. A/AC.121/18. June 28, 1968. 10 pp.

#### *Ad Hoc* Committee To Study the Peaceful Uses of the Sea-Bed and the Ocean Floor Beyond the Limits of National Jurisdiction.

Survey of Existing International Agreements Concerning the Sea-Bed and the Ocean Floor, and the Sub-Soil Thereof, Underlying the High Seas Beyond the Limits of Present National Jurisdiction. Document prepared by the Secretariat. A/AC.135/10. June 4, 1968. 87 pp.

Survey of National Legislation Concerning the Sea-Bed and the Ocean Floor, and the Sub-Soil Thereof, Underlying the High Seas Beyond the Limits of Present National Jurisdiction. Document prepared by the Secretariat. A/AC.135/11. June 4, 1968. 114 pp.

## TREATY INFORMATION

### Current Actions

#### MULTILATERAL

##### Grains

International grains arrangement, 1967, with annexes. Open for signature at Washington October 15 through November 30, 1967. Entered into force July 1, 1968. Proclaimed by the President: August 3, 1968.

##### Law of the Sea

Convention on the continental shelf. Done at Geneva April 29, 1958. Entered into force June 10, 1964. TIAS 5578.

Convention on fishing and conservation of the living resources of the high seas. Done at Geneva April 29, 1958. Entered into force March 20, 1966. TIAS 5969.

Convention on the high seas. Done at Geneva April 29, 1958. Entered into force September 30, 1962. TIAS 5200.

Convention on the territorial sea and the contiguous zone. Done at Geneva April 29, 1958. Entered into force September 10, 1964. TIAS 5639.

*Ratification deposited:* Thailand, July 2, 1968.

##### Organization of American States

Protocol of amendment to the charter of the Organization of American States (TIAS 2361). Signed at Buenos Aires February 27, 1967.<sup>1</sup> Ratification deposited: Dominican Republic, July 26, 1968.

##### Space

Agreement establishing principles for cooperation astronauts, and the return of objects launched into outer space. Opened for signature at Washington, London, and Moscow April 22, 1968.<sup>1</sup> Signature: South Africa, August 6, 1968.

#### BILATERAL

##### Barbados

Agreement for the establishment of a program of cooperation known as the Barbados oceanographic and meteorological experiment. Effected by exchange of notes at Bridgetown June 12 and July 9, 1968. Entered into force July 9, 1968.

##### Tunisia

Agreement establishing principles for cooperation between American institutions conducting basic scientific research in Tunisia under Smithsonian Institution sponsorship and appropriate Tunisian

<sup>1</sup> Not in force.