

produced and stockpiled and thus available for retaliation.

We have taken our far-reaching decision because of an assessment based on deep study that biological weapons do not have an effective retaliatory capability and that all countries and mankind as a whole would be better off if we take a political decision that the use of disease as a weapon of war by one country will not result in additional disease being visited upon mankind by other countries. We continue to hope that still more countries, including the Soviet Union, will be prepared to take this decision. When that happens we will be able to take an important step forward: the negotiation and conclusion of a treaty banning the production and stockpiling of biological weapons.

Such a step would be an important strengthening of the Geneva Protocol, which President Nixon has just submitted to the U.S. Senate for advice and consent to ratification. And it would be a significant encouragement to us in our efforts to make progress as rapidly as we can toward a treaty on chemical weapons.

## **U.N. Subcommittee Discusses American Samoa and Guam**

*Following are statements made in Subcommittee II of the U.N. Special Committee on the Situation With Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples (Committee of 24) on June 30 and August 17 by Frederick H. Sacksteder, U.S. Alternate Representative on the committee.*

### **STATEMENT OF JUNE 30**

U.S./U.N. press release 92 dated June 30

The subcommittee members have before them the Secretariat's working paper on American Samoa and Guam (A/AC.109/L.636 dated June 17, 1970), which contains considerable factual information on developments in these two territories during the period July 1, 1968, to June 30, 1969. It is not my intention to review the con-

tents of the working paper in detail. I only wish to bring this information up to date in one or two significant aspects and to endeavor to give the members of the subcommittee a feeling for the attitudes of the peoples of these territories.

In Guam, which will be discussed first, political and constitutional development has kept pace with the remarkable growth of the economy. Guam's first constitutional convention, whose 43 members were elected on April 28, 1969, has been meeting to discuss possible changes to Guam's Organic Act, which is its basic constitutional instrument. The constitutional convention findings and recommendations are to be submitted to the legislature before the end of 1970. At the same time, election fever has gripped the island. Plans are being made to hold a primary election prior to the general election scheduled for next November.

The general election of November 1970 will not only renew the mandate of all 21 members of the Guam Legislature but will also, for the first time, elect the island's chief executives, the Governor and the Lieutenant Governor. A heatedly contested election campaign is already underway and will culminate in November in an election in which a very high percentage of the adult citizens of Guam are expected to participate by universal secret suffrage.

With regard to the future status of the territory, a political status committee of the constitutional convention decided to recommend that Guam remain an unincorporated territory of the United States but that additional privileges and rights be requested which would make this status nearly comparable to that of the Commonwealth of Puerto Rico. The members of the convention insisted that whatever status Guam adopted, it should not be incompatible with Guam's strong attachment to the United States.

In November 1969, a plan to reintegrate Guam and the Mariana Islands was tested in an unofficial plebiscite. It was defeated by 3,720 votes to 2,688. The fact that the vote was unofficial and not binding and that less than one-third of the registered voters troubled to take part may have accounted for the result. A similar plebiscite in the Marianas showed a sub-

stantial majority in favor of reintegration. It will be recalled that until the end of the 19th century Guam and the Marianas were a political unit and had been for centuries.

The political activity in Guam during the year was matched, if not exceeded, by economic growth as the long-term plans of the legislature, the territorial administration, and the Guam Economic Development Authority actively expanded the island's infrastructure and economy. Simultaneously, Guam's rehabilitation program, which was begun shortly after the island was extensively damaged by a typhoon in November 1962, was given a significant boost by the authorization by the United States Congress of a \$30 million increase in the funds under the Guam Rehabilitation Act. The economic prosperity of Guam, while increasingly attributable to the rapid growth of tourism, to the establishment of industries, and to the development of the island as a communications center in the Western Pacific, still derives substantial benefits from the United States Navy and Air Force installations located there and from the presence of approximately 17,000 military personnel. As a consequence, local capital available for investment has been increasing rapidly, although major projects such as the Guam Oil Refinery and the San Miguel Brewery depend upon sizable outside capital.

Guam continues to make heavy long-term investments in the fields of education, health, and housing. The College of Guam, now the University of Guam, has steadily increased its enrollment to over 3,400 students. There has been a corresponding increase in the capacity of elementary and secondary schools, which now provide education to more than 22,000 students. Medical facilities have continued to improve and are now largely up to the most modern standards, thanks to considerable investment in new facilities and staff. While housing construction has been increased by 20 percent over the year ending June 30, 1968, various types of housing projects are under construction or have been completed, some of them to relocate low-income families displaced by urban renewal projects.

The sum of these efforts by the people of Guam, by their elected representatives, by the

Guam administration, and by the United States Government has been a better life for the population of the island. The people of Guam, almost all of them U.S. citizens, know that their efforts alone would not be sufficient to meet their widely shared hopes for the future. Living on an island largely devoid of natural resources, the people of Guam are striving to develop their greatest potential, which is their human resources. They have faith that in the future Guam will have an increasingly important part in the economic life of the Western Pacific because of Guam's geographic location at the crossroads of the Pacific, because of the skilled manpower they hope to be able to offer to new industries, because of Guam's tourist potential, and because of its relative proximity to potentially important markets.

Developments in American Samoa were geared to the situation in this small territory and to the wishes of the people. The Samoans have clearly indicated their desire to preserve their ancestral traditions as far as possible. Elections to the Samoan legislative bodies will be held in November 1970. The territory's constitution will be reviewed and modified as necessary by a new constitutional convention scheduled to convene in 1971. Meanwhile, the territory's political status commission is expected to continue its consultations regarding the future of the territory.

While some small industries are being established and fish canning remains a major employer, American Samoa remains largely dependent for its economic survival on agriculture and fisheries. Tourism, however, offers good opportunities for growth, and the number of visitors in 1969 increased about 20 percent over the previous year.

About 9,000 students, nearly one-third of the population of Samoa, attend its schools. The territory's administration has continued its efforts to improve education, which Governor Haydon criticized in March of this year as inadequate—at least by U.S. standards. To this end, almost all teachers in the islands were undergoing extensive training in order to meet the necessary qualifications. In American Samoa as in Guam, the major efforts of the people, their elected representatives, and the territorial ad-

ministration are directed to the development of its human resources. In both cases a major proportion of the budget is devoted to the improvement and expansion of the educational and public health facilities, with substantial additional funds used to build up the territory's infrastructure (communications, water supply, electricity). In both territories, Guamanians and Samoans are taking over positions of increasing responsibility in replacement of expatriates as fast as they can be trained to do so. In both territories the pace of progress and of development has begun to accelerate markedly as past investments begin to show substantial results. The political, economic, and social advancement of the people of Guam and American Samoa remains the cardinal objective not only of the administering authority but especially of the people themselves and of their elected representatives.

#### STATEMENT OF AUGUST 17

U.S./U.N. press release 109 dated August 18

The subcommittee has once again considered the administration of Guam and American Samoa by the United States. The Secretariat's working paper (A/AC.109/L.636) based on the annual reports of the Governors of both territories, in addition to the extensive information disseminated by the press on developments there, presents an accurate picture of the progress accomplished during the period July 1, 1968, to June 30, 1969. My own introductory statement sought to put this information in perspective and to update the developments in the territories for the benefit of the subcommittee.

I have listened with interest to the remarks made by the members of the subcommittee, the distinguished Representatives of Afghanistan, of India, of Poland, and of Iraq at our 112th, 113th, and 115th meetings. I shall now attempt to answer the questions that they put to my delegation on those occasions.

Before turning to the detailed replies to the questions of these distinguished members of the subcommittee, I should, however, like to make

a statement of a general nature concerning the current relationship of the United States, the administering authority, with American Samoa and with Guam.

As the members of the subcommittee know, American Samoa is a territory of the United States, and its people are nationals of the United States. This constitutional relationship provides for specified privileges and responsibilities on the part of the administering authority and on the part of the territory. The people of American Samoa are governed under a constitution drafted by Samoans and ratified by the people of Samoa. The legislature, consisting of a House and a Senate, is composed entirely of Samoans, elected by Samoans by universal secret suffrage.

Guam, also a territory of the United States, has been administered under the Organic Act of Guam since 1950. The Organic Act granted the Guamanians United States citizenship and culminated efforts by Guamanians since 1930 to achieve this status. Guam's association with the United States dates back to 1898. American Samoa's ties with my country are even older, going back to the middle of the 19th century. Guamanians enjoy a wide measure of self-government, and will, next November, elect their Governor and Lieutenant Governor through the same system of universal secret suffrage by which they now elect their legislators. Guamanians belong to the United States, as they say, because they wish to belong to the United States. They are not in bondage to this administering authority. They have given numerous voluntary and free indications that they want their association with the United States to be closer, not the opposite.

The distinguished Representatives of Afghanistan, Poland, and Iraq, in their statements, referred to what they allege to be efforts by the United States to prejudge the outcome of self-determination in the two territories. My delegation disagrees. We do not believe that any evidence has been adduced that the manner of our administration of the territories predetermines the future in a way contrary to the will of the people involved. In fact, I believe that it is fair to say that any criticism in Guam or

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American Samoa about the course of constitutional development would be that the United States is not acting speedily enough to permit the closest integration of the territories with the United States.

The distinguished Representative of Afghanistan said that he "regretted the presence of strategic military installations on Guam. Opposition to the existence of military bases in colonial Territories was widespread and had been expressed in a number of GA resolutions relating to colonial problems. Such bases not only impeded the process of decolonization but also antagonized the inhabitants of the Territory in question." My delegation is compelled to reject the implications of this accusation. Guam is not a colonial territory, and the people of Guam, my fellow citizens, do not consider themselves a colonial people. The United States, which has not supported the resolutions of the General Assembly to which the Representative of Afghanistan referred, did not do so, in part at least, because the example of Guam demonstrated the fallacy of the argument which inspired them.

Nor are the military bases on Guam such as to circumscribe the political and economic evolution of the island. Guam has made unquestioned progress in the development of political institutions that have contributed to self-government there. The distinguished Representative of India inquired about the electoral system. All United States citizens who meet residency and other requirements may participate in elections on Guam. This means that between 75 and 80 percent of the registered electors on Guam are Guamanians. Three-fifths of the remainder are U.S. citizens of Filipino origin (the "indentured" labor imported from outside referred to by the distinguished Representative of Iraq); the remainder are U.S. citizens originating from the mainland or Hawaii. They elected a legislature consisting of 19 Guamanians, one former Filipino, and one citizen originally from the U.S. mainland. Incidentally, in the case of American Samoa, the legislature is entirely Samoan. The non-Samoan population of the islands consists of about 275 families with under 600 persons all told (out of a population of

about 28,000). These include Americans, Australians, and other foreigners employed in the local public service and in various economic enterprises.

The economic development of Guam to which I referred in my earlier statement is not base-oriented. As I stated, the bases continue to contribute to the economy of the island, but the spectacular development has been in other areas: tourism, light industry, services, agriculture. The gross island product has reached a level of over \$225 million a year!

Public service in the territories is largely and increasingly in the hands of native inhabitants of the respective territories. In American Samoa, only one public service employee out of 15 is non-Samoan. Samoans are taking over the key positions in their administration as fast as they can be trained to do so. In Guam, exact percentage figures are harder to come by since statistical records do not make distinction between United States citizens. However, the percentage of native inhabitants is probably even higher than in American Samoa. Guamanians are to be found at the highest levels of administration, businesses, or other fields of activity. The chief executive and his deputy are Guamanians. So is Guam's Washington Representative, who is elected by the people of Guam. The Speaker of the House and 18 of the remaining 20 legislators are Guamanians. All but two of Guam's government department heads are Guamanians, as are the majority of the principal businessmen on the island.

The distinguished Representative of Iraq was concerned by the booming growth of the population of American Samoa. He said that this had grown nearly 40 percent during the past decade. It probably has. Large families are a matter of intense pride in the society of Samoa. Health conditions have improved substantially. The growth of the population is attributable entirely to natural factors, not in any way to immigration from outside. Samoa is, as I mentioned earlier, traditional in outlook; land is held communally, making survey difficult. Only a minute fraction of the land is held in freehold (about one-half of 1 percent), and slightly more than that is for public purposes. Land

may not be alienated to a person with less than half Samoan blood. A preliminary land survey has been made, but a definitive survey will require time and further study.

Mr. Chairman, I shall conclude these remarks by referring to the suggestion that my Government consider the desirability of inviting a visiting mission to these territories. The views of my Government on this subject are more than well known. The societies of American Samoa and Guam are open, and a free press has access to them. My Government has furnished ample information on developments in the territories. Accordingly, we cannot, at this time, see any reason for altering the position which we have adhered to with respect to visiting missions.

## TREATY INFORMATION

### Current Actions

#### MULTILATERAL

##### Astronauts

Agreement on the rescue of astronauts, the return of astronauts, and the return of objects launched into outer space. Opened for signature at Washington, London, and Moscow April 22, 1968. Entered into force December 3, 1968. TIAS 6599.

*Ratification deposited at Washington:* San Marino, August 31, 1970.

##### Diplomatic Relations

Vienna convention on diplomatic relations. Done at Vienna April 18, 1961. Entered into force April 24, 1964.<sup>1</sup>

*Ratification deposited:* Israel, August 11, 1970.

##### Disputes

Convention on the settlement of investment disputes between states and nationals of other states. Done at

Washington March 18, 1965. Entered into force October 14, 1966. TIAS 6090.

*Ratification deposited:* Belgium, August 27, 1970.

#### Nuclear Weapons—Nonproliferation

Treaty on the nonproliferation of nuclear weapons. Done at Washington, London, and Moscow July 1, 1968. Entered into force March 5, 1970. TIAS 6839.

*Ratifications deposited at Washington:* San Marino, Uruguay, August 31, 1970.

#### Poplar Commission

Convention placing the International Poplar Commission within the framework of the Food and Agriculture Organization. Adopted at Rome November 19, 1959. Entered into force September 26, 1961.

*Acceptance deposited:* United States, August 13, 1970.

#### Space

Treaty on principles governing the activities of states in the exploration and use of outer space, including the moon and other celestial bodies. Opened for signature at Washington, London, and Moscow January 27, 1967. Entered into force October 10, 1967. TIAS 6347.

*Ratification deposited at Washington:* Uruguay, August 31, 1970.

#### BILATERAL

##### Ecuador

Agreement amending the agreement of September 6, 1955, granting duty-free entry, exemption from internal taxation, and free transportation within Ecuador to ultimate beneficiary for certain relief supplies and equipment for American voluntary relief and rehabilitation agencies (TIAS 3388). Effected by exchange of notes at Quito August 3, 1970. Entered into force August 3, 1970.

##### Guinea

Agreement for sales of agricultural commodities, relating to the agreement of October 18, 1967 (TIAS 6381). Signed at Conakry August 8, 1970. Entered into force August 8, 1970.

##### Indonesia

Agreement relating to the furnishing of combat equipment to Indonesia as additional military assistance. Effected by exchange of notes at Djakarta August 18 and 19, 1970. Entered into force August 19, 1970.

##### Lebanon

Understandings relating to the air transport agreement of August 11, 1946 (TIAS 1632). Effected by exchange of notes at Beirut August 27, 1970. Entered into force August 27, 1970.

<sup>1</sup> Not in force for the United States.