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STATEMENT BY WILLIAM E. SCHAUFELE, JR., UNITED STATES ALTERNATE
REPRESENTATIVE ON THE TRUSTEESHIP COUNCIL, ON THE TRUST TERRITORY
OF THE PACIFIC ISLANDS, JUNE 8, 1973.

The United States is pleased to report once more on our administration of the Trust Territory of the Pacific Islands during the past year. As my Delegation noted during the general debate on Papua New Guinea earlier this week it has become almost ritual to state each year before the Council that the preceding year has been one of unusual progress in the territories. In the case of Papua New Guinea that there was ample justification for such an observation and we believe that in Micronesia too there are also real grounds for describing it as a particularly eventful year. This is perhaps only natural as both territories are rapidly approaching a new status which when achieved will end this Council's role in their development.

I should like first to express on behalf of the United States Government our appreciation to the members of the 1973 Visiting Mission to the territory for their extensive and searching examination of conditions and problems of the Trust Territory. My Delegation would like to ask the delegation of France to transmit to Ambassador Paul Blanc our appreciation for his leadership of the Mission and for bringing to this task the benefit of his extensive knowledge of the Territory gained through years of experience on the Council. We especially appreciated the sacrifice made by Ambassador Blanc in delaying his departure for his present assignment in order to complete the Mission. We are also most grateful to the other members of the Mission and to the members of the Secretariat who endured considerable inconvenience, a particularly arduous schedule and even personal injury, in the case of the Principal Secretary, to bring their knowledge and judgment to bear on the achievements and shortcomings of our administration of the Territory. We would also like to express again our pleasure at being able to receive the Under Secretary General for Political Affairs, Trusteeship and Decolonization while the Mission was in the Territory.

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We have begun our study of the findings set forth in the Visiting Mission's report and we will certainly gain new ideas and perspectives from it. Our preliminary readings, however, indicate some areas in which we must take exception to the judgments made by the Mission. We will make our specific objections clear during the course of this session but do not wish them to detract from our appreciation for the hard work, insights and helpful advice contained in most of the report.

The United States representative at the 39th session of the Council ended his opening statement with a report on the accomplishments of the April meeting at Koror in the Palau District of the territory between the Joint Committee on Future Status of the Congress of Micronesia and the U.S. delegation headed by Ambassador F. Haydn Williams, the President's Personal Representative for Micronesian Status Negotiations. Specific mention was made last year of Ambassador Williams' statement following the talks in Koror in which he noted that:

"The new agreements have provided a foundation on which the United States and Micronesia delegations can direct their future efforts. The agreements and understandings reached thus far are interdependent and provisional and the ultimate task of drafting a compact will be a long and complex one."

Negotiations aimed at drafting a compact began in Washington shortly after the Trusteeship Council ended its session last year. As Ambassador Williams had predicted the drafting sessions were indeed long and complex but succeeded in producing the first three articles of an agreement. These three essential articles describe the nature of a future relationship of free association. They would accord to a future Micronesian government full internal authority while giving to the United States responsibility for, and authority over, all matters relating to the foreign affairs and defense of Micronesia. Annexes to the draft compact spelled out areas in foreign affairs in which Micronesia could undertake certain activities and specified lands and waters in which Micronesia would assure the United States defense rights and uses.

At the Conclusion of this round of negotiations the Chairman of the Joint Committee on Future Status, Senator Lazarus Salii, and Ambassador Williams signed a joint communique which stated in part:

"Both delegations agreed that the Washington talks have been among the most productive yet held and have provided the basis for a mutually beneficial relationship of free association between the United States and Micronesia. Both delegations look forward to the early continuation of the drafting process begun in Washington."

Following the Washington round a special session of the Congress of Micronesia was called in August to consider the partial draft compact and other complementary legislative proposals. The partial compact was neither endorsed nor rejected. The Congress was unable to agree, moreover, on important measures that would have materially speeded the process of transition and termination of the trusteeship. It did, however, pass a resolution in which the Joint Committee on Future Status was authorized and directed to conduct negotiations with the United States regarding the establishment of Micronesia as an independent nation while continuing negotiations toward Free Association.

A subsequent round of negotiations was called in September at the invitation of the Micronesian delegation to continue work on the draft compact. No further progress was made on the compact itself during the meetings held in Hawaii but the two sides used the occasion to discuss the implications of the special session of the Congress of Micronesia for the negotiations and to review the basic assumptions held by each side concerning the nature of the joint negotiations. On adjournment both sides felt that a recess and review was necessary before proceeding with the talks.

Some have professed to find some confusion on the issue of independence. I would at this point like to emphasize that the U.S. Government has never refused to discuss independence as a status alternative. In three previous rounds of talks the U.S. Delegation while attempting to negotiate the terms of an option of free association to be placed before the people of Micronesia, has been responsive to expressed Micronesian views and conditions relating to that status. The Micronesians themselves had earlier expressed their preference for free association; the entire course of the negotiations between October 1971 and last August had been centered on working out such a relationship. When the question of an independence option arose at the Hawaii talks following the special session of the Congress of Micronesia, the U.S. side pointed out that any serious consideration of such an alternative for the territory first required some information as to the character of the option as seen by the Micronesians. There are after all several different kinds of independence, as my government has pointed out repeatedly before the Council over the years.

During the meeting in Hawaii the U.S. side tried repeatedly to determine how an independence option might be defined by its Micronesian advocates in order to simplify further consideration by the United States of this issue. In his final statement at this round the Chairman of the Micronesian delegation stated the following in response to the U.S. requests:

"You have also suggested some exploration now of the position of those who espouse full independence as the immediate result of termination of the trusteeship. We will give this suggestion thoughtful consideration. It appears to us, however, that an effort to deal in depth with the alternative status of independence at this time would be diversionary and premature."

Prior to 1971 when the concept of a relationship of free association was first agreed upon by the two sides, the United States had tried to place before the Micronesian negotiators complete U.S.-designed proposals for a future status for the territory on termination of the trusteeship. This approach failed. We then decided that a solution evolving from its inception through joint negotiation would be more promising both for the immediate objective of reaching an acceptable status arrangement and for the more far reaching aim of building an enduring relationship between the United States and Micronesia. We continue to believe that this is the best approach and are looking forward to resumption of the talks on that basis.

There has also been considerable concern voiced in the territory and outside its borders as to the interruption in the negotiations at a point when they seemed at last to be bearing fruit. We recognize that the rhythm of the talks has been broken and we regret that they are not moving faster although we see no reason to force the pace more rapidly than the Micronesians might wish. There are reasons for this continuing recess in the talks which I might well clarify.

On both sides some time has been needed for the assessment and review mentioned in the final communique at the Hawaii talks. The United States had tentatively suggested resumption of the talks in December. However, on the Micronesian side, elections for the Congress of Micronesia were held in November and the resulting changes in membership necessitated some readjustment in the Joint Committee on Future Status making a meeting in December impossible. The Congress reconvened for its regular fifty day session in January and talks naturally could not be held during that period. May was tentatively set as the date for the next meeting.

On February 22, Senator Sali informed Ambassador Williams that the talks could not be resumed until public lands in the Palau District of the Territory were returned to the traditional chiefs in trust for the people of that district. Any early return of public lands -- now held in trust for the people of Micronesia -- is a highly complex issue which cannot be resolved quickly. The U.S. has already expressed its willingness to return these lands at an early date in all of the districts if this is what the Micronesian people want. The issue at hand is not whether these lands will be returned, but when and how.

Nevertheless, throughout this apparent suspension in the talks there has been informal contact between the two sides and we now have reason to expect that formal resumption of the talks will take place later this summer. In order to discuss arrangements for another round of talks Ambassador Williams met with Senator Sali, Congressman Silk, who is Co-chairman of the Status Committee, and Senator Olter in Honolulu on May 4 and 5. In a joint statement issued after their meetings the two sides noted that:

"Agreement was reached on intermediate steps to be taken in advance of a resumption of the formal talks, which are now tentatively scheduled for late this summer. First, the question of the early return of public trust lands to the districts will be studied by the US in consultation with appropriate and interested authorities and individuals in the Trust Territory administration, the Congress of Micronesia and the districts. Second, while the land question is being examined, the two chairmen will hold a series of regular, informal meetings in preparation for a formal resumption of the joint effort to complete the remaining titles of a draft compact of free association between the US and Micronesia. It was agreed that the first of these informal heads of delegation meetings would be scheduled for June."

I would now like to turn to our negotiations with representatives of the Mariana Islands. The United States Representative at the 39th session of the Council spoke at some length on the reasons why we had entered into negotiations with the Marianas and I see no real need to prolong this statement with repetition of those reasons on the history of the desire of the people of the Marianas for a status different from that aspired to by the rest of the territory.

The two series of meetings with the Marianas Political Status Commission have led to swift agreement on the shape of a future political relationship that would bring the Marianas far closer to the United States than now envisaged by the Joint Committee on Future Status of the Congress of Micronesia. The first of these two meetings, held in Saipan in December 1972, while a largely ceremonial occasion, served to reaffirm the longstanding desire for a close relationship. There were no formal proposals exchanged but procedures for future negotiating sessions were worked out.

The second meeting has just ended with a broad preliminary understanding reached on most aspects of the Marianas-US political relationship envisaged under a commonwealth arrangement for the Marianas. This relationship would vest sovereignty over the Marianas in the United States government and permit maximum Marianas control over local affairs including the drafting and approval of a constitution. There are also tentative understandings that the United States will have responsibility for defense and foreign affairs, although the federal government will welcome the Marianas' advice on international matters directly affecting the islands. Moreover, the United States will support the Marianas' membership in regional or international organizations concerned with economic, cultural, or comparable areas of interest which permit representation from constituent parts of a political family. The United States

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will also, under the preliminary agreements reached during the Saipan talks, undertake to contribute to an expanded economic development program for the Marianas. The agreed upon goal of that program is economic self-sufficiency at an early date. The Marianas acknowledged the US need for land in those islands for defense purposes. They also agreed to negotiate in good faith these requirements. These understandings and others relating to citizenship, land, and transition, will be the subject of continuing negotiations. Ultimate implementation of any agreements reached in these negotiations will of course depend upon their approval by the Marianas District Legislature, the Congress of the United States, and, most importantly, the people of the Marianas in an act of self-determination.

The final joint communique emanating from this latest round of talks is a lengthy and detailed document which my delegation has just received and will circulate to the members of the Council. We will naturally be pleased to review further the progress of these negotiations later in the current session of the Council. At this point I would like only to make a few general comments on the Marianas negotiations.

Whatever results ensue from these negotiations I would again like to point out that the United States has every intention of ending the Trusteeship simultaneously in all of Micronesia as was the case previously when portions of a Trust Territory chose separate political destinies.

Finally, fears have been expressed that the separate negotiations with the Marianas may now threaten the unity of the other five districts of the Territory. In this regard Ambassador Williams expressed our hopes and views on Micronesian unity most explicitly at a recent meeting in the Territory. I quote:

"Many Micronesians consider the question of political unity to be the most important issue faced by Micronesia today. The problem is basically one which the Micronesians must resolve for themselves. However, the US has pursued the future status negotiations with the Joint Committee on future Status in the hope and expectation that a common status will be forthcoming for the Marshalls and Carolines. The US will continue to hope that out of those negotiations and, more importantly, out of the deliberations within Micronesia regarding the future of your government, will come a united Micronesia. We continue to believe that despite considerable cultural diversity and differing local problems and interests, a unified Micronesia would best meet the economic, social, and other needs of the people concerned."

I have discussed events of the last year in the area of future political status at some length in view of the fundamental relevance of this issue to the work of the Council. The United States Special Representative, High Commissioner Johnston, will of course be in a far better position to describe other developments in our administration of the Territory. Before he does so I would like, however, to comment on some recent matters which are not directly involved in the status question.

Last year in the Council the US Representative announced our intention to sponsor the application of the Territory for membership in ECAFE. In April this year our delegation to the 29th session of ECAFE, which included the Speaker of the House of Representatives of the Congress of Micronesia, proposed that the Commission take action to recommend to ECOSOC that the Territory be formally included as an associate member of ECAFE. Our proposal was seconded by the Indonesian delegation and adopted by the Commission. We trust that ECOSOC will act shortly on the proposal and that Micronesia will soon be in a position to receive the benefits of associate membership in the Commission.

Included would be eligibility to join the Asian Development Bank. My government is currently considering financial aspects of Micronesian association with ADB and will be consulting soon with the Congress of Micronesia as to the costs and advantages for the Territory of joining the Bank.

Mr. President, I should like now to introduce members of the United States delegation here with me today. Mr. Edward E. Johnston, our Special Representative and the High Commissioner of the Territory, is well known to the Council. He has come to the past four sessions of the Council and has hosted both the 1970 and 1973 Visiting Missions to Micronesia.

He has contributed greatly to progress in Micronesia during his long tenure as High Commissioner and we are honored to have him here again as the Special Representative.

Accompanying Mr. Johnston are several experienced members of the Executive Branch of the Trust Territory Government. Mr. Leo Falcam, District Administrator in Ponape, and Mr. Strik Yoma, Director of Public Affairs, are known to many Council members from their previous participation in Council sessions.

We are pleased to have two Special Advisors to the U.S. Delegation, selected by the Congress of Micronesia. The Honorable Andon Amaraich, Senator from Truk, was a member of the Council of Micronesia and became a Senator in 1965. He is Chairman of the Senate's Committee on the Judiciary and Government Operations and the Joint Committee on the Law of the Sea of the Congress.

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He is also a member of the Joint Committee on Future Status. Senator Amaraich is appearing with the U.S. Delegation for the third time.

The Honorable Joab Sigrah, a member of the Congress of Micronesia since its creation in 1965. He is Chairman of the House's Education and Social Matters Committee. Congressman Sigrah is appearing with the U.S. Delegation for the first time. He is from the island of Kusae, Ponape District.

We are also pleased to have with us as a member of the U.S. Delegation for a fifth year Mr. Kaleb Udui, the Legislative Counsel of the Congress of Micronesia. Members of the Council will probably recall that Mr. Udui, who is from Palau, has held his current position since 1966, having previously served as Assistant Attorney General of the Trust Territory.

Mr. James Manke, Chief of the Public Information Division of the Trust Territory, is serving with the delegation as press liaison officer. Mr. Michael White, who formerly served in Micronesia with the Peace Corps, is presently legal counsel for the Congress of Micronesia and we are happy to have him with us for the Council meetings.

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