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MEMORANDUM FOR THE PRESIDENT

Subject: Need for a New Policy and Program
for the United States Trust
Territory of the Pacific

Under the terms of the UN Trusteeship Agreement the United States is committed to the preparation of the people of the Trust Territory for self-government or independence. If the U.S. Trusteeship is not to be the only one (or one of two) remaining in the world, it would be very much in the national interest if we had some alternative to trusteeship within five years.

It is unlikely that the Territory could, or should, ever become a viable independent nation. The Departments of State, Interior and Defense concur in believing that the interests of the U.S., as well as the interests of the people of the Territory, lie in the Territory having a continuing association with the United States.

If we are to prepare the people of the Territory for an informed choice, leading as we would hope to full self-government in association with us, we must initiate promptly education, economic and health programs designed to prepare the people for a meaningful choice - one acceptable to the United Nations in fulfillment of our obligations under the Trust Agreement. A request to Congress for a supplemental appropriation to carry out these programs should be accompanied by a new declaration of intent with regard to the Territory.

I recommend that you approve the policy and program proposed in the attached memorandum.

Dean Rusk

Enclosure:

A United States Policy and Program
for the Trust Territory of the Pacific

4/5/62

DECLASSIFIED

E.O. 12958, Sec. 3.5

Department of State By Guidelines

By MG NARA, Date 11/02

NOTE: Cleveland per phone today agreed to notion of Task Force
involving State, HEW, ~~SECRET~~ Defense, Interior.

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A United States Policy and Program
for the Trust Territory of the Pacific

1. The United States has never developed a long range policy toward the Trust Territory of the Pacific Islands. The United Nations Charter sets forth the general goals of self-government or independence for all Trust Territories. The United States has said frequently that it was our policy to encourage political development toward these goals. We have not, however, defined our aim more precisely or devised a step by step program which would take us to the goal.

2. In view of (a) the changed composition of the General Assembly of the U.N., (b) the increase in political self-consciousness of the Micronesians, and (c) the fact that our trusteeship will very soon be the only one, or perhaps one of two, remaining in the world, it would be very much in the national interest if we had some viable alternative to continued trusteeship within, say, five years.

3. Since under the Trust Agreement, the United States is under obligation to prepare the people of the Territory for self-government or independence, we should take steps which will prepare the Micronesians in such a manner that any choice they may make in five years will be accepted by the rest of the free world as an informed and meaningful choice made by a people fully capable of weighing the consequences.

4. The Departments of State, Interior and Defense believe that the continuance of the Territory in some relationship to the United States is almost certain to be in the best interests of the people of the Territory. The Territory includes 73,000 people and extends over 3,000,000 square miles of ocean. It is unlikely that it could, or should, ever be developed into a viable independent nation. It is the judgment of the Department of Defense that a continuing association with the United States would be in our security and defense interests (Tab A).

5. If the Micronesians are to be prepared for a choice, and especially if they are to opt for full self-government in continuing relationship with the United States, steps must be taken at once which will bring to the people of the Territory more of the advantages enjoyed by our own citizens. These steps should include both broadening the scope and increasing the level of most of our programs in the health, welfare, and economic development field. But first, both in importance and in sequence, should be the institution of systematic and competent instruction in English from grade 1 of the school system. In many of the islands, elementary education is non-existent.

6. Subject

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6. Subject to necessary congressional authorization and budgetary support, we would propose:

a. Beginning in September 1962 (with the first phase of the program to be completed by September 1963) the provision of state-side English speaking teachers for the 60 percent of the Micronesian elementary pupils within reach of such a program. This would presuppose a building program costing, say \$9,000,000 with an annual operating cost of, say, \$1 million. ¹⁶

b. An adult education effort, to be an additional responsibility of most of these teachers. We believe this would develop naturally from their placement in communities not now having any Americans.

c. The development of economic and health programs to be initiated at an early date.

d. Supplementary goals in these programs of (1) a common language for all Micronesians, and (2) direct personal exposure of the Micronesian families to Americans living and working among them for the direct benefit of the people of the territory.

7. If the foregoing analysis is correct, we suggest that for the United States to continue at its present pace in the Trust Territory would mean that we will not be prepared with any viable alternative to continued Trusteeship. The Micronesians would not be sufficiently advanced, either from the point of view of education or a common language to make a meaningful and informed choice of an alternative - and if a choice were made, particularly if it were favorable to the United States, the decision would be vulnerable to attack by others. Alternatively, the United States might not be confident enough of the outcome of such choice by the Micronesians for it to risk the test.

During the past 15 years of our trusteeship we have been laying the basis for subsequent building. Now the time has come to start building.

8. The Department of Interior, on an urgent basis, has dispatched an educational survey team to the Trust Territory. Their report is attached (Tab B). On the basis of this report, the Department of Interior is requesting a supplemental appropriation of _____ to make possible the immediate initiation of the proposed educational program.

9. Should

9. Should the President approve the policy and program outlined in this memorandum, the request to Congress for the necessary funding should be accompanied by an appropriate Presidential declaration. In view of the increasing public and international interest in our policy toward the Territory, this declaration must be carefully tailored both to Congressional and international needs.

A suggested draft of such a declaration is attached as Tab C.

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TAB C

**PROPOSED PRESIDENTIAL DECLARATION
ON THE
U.S. TRUST TERRITORY OF THE PACIFIC**

Since 1947, when the United States undertook the administration of the Trust Territory of the Pacific Islands as a United Nations Trusteeship, we have carried out our obligations to the inhabitants of the Territory in such a manner as to change as little as possible their customary way of life. This has meant carrying on programs of education, health, economic and political development with a minimum of personnel from outside the Territory. Within the past few years, however, a vast change has been taking place in the outlook of peoples in dependent areas and in the attitude of the rest of the world toward these areas, bringing with it a recognition of the need for greatly accelerated progress toward a fuller life. In the case of the Trust Territory, this requires that this Government undertake substantially increased programs to raise the standards of the schools, medical facilities and public services in the Territory to a level comparable to those in the United States.

We hope in this way to bring to the people of the Territory greatly increased benefits from their association with the United States and also to press forward their political, economic, social and educational advancement, as provided for in the Charter of the United Nations. I am therefore recommending to the Congress today the programs necessary to attain these objectives.

As the initial step, I propose that the United States undertake an extensive program to improve the educational facilities of the Territory from their present highly unsatisfactory state. This would involve a substantial school-building project and the provision of fully-qualified English-speaking teachers from the United States for the 80 percent of the Micronesian elementary pupils within reach of such a program. It would materially increase the cost of educating the inhabitants of the Territory, but I believe that the results would more than justify the additional cost.

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