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State of the Territory Message of Honorable M. W. Goding, High Commissioner of the Trust Territory of the Pacific Islands, to the Opening Session of the First Congress of Micronesia on Monday July 12, 1965, at Saipan, Mariana Islands.

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Mr. Chairman, Honorable Members of the Congress of Micronesia, Secretary Carver, Governor Dickerson, Distinguished Guests, Ladies and Gentlemen:

It is with deep pleasure and great satisfaction that I welcome all of you to this, the opening session of the first democratically-elected, territory-wide legislature in the Trust Territory of the Pacific Islands. This day will live long in the memory of all of us, the session which begins today will, I am sure, augur well for the people of these islands.

The official organization of the House of Delegates and the General Assembly this morning marked both a milestone in the history of Micronesia, and the end of an era. In the period which has just drawn to a close, the High Commissioner was charged not only with executive authority for the Territory, but with the legislative responsibility as well. This latter responsibility - and it is a tremendous one - now passes from my hands into yours. Representation of your people places a grave and heavy obligation upon you. This morning you swore to discharge the duties of your office in a manner that will bring honor to the Congress of Micronesia and to the people of the Territory - your own people. It is seldom that any group of men has the opportunity that is now yours to break new trails in the creation of these governmental institutions. The eyes of your own people - and the eyes of the world - are upon you. The privilege of serving the people of Micronesia and indeed the free

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world community is now yours I feel with deep humility my own privilege - and responsibility - of being your High Commissioner, and this day to me will remain as one of the greatest of my life.

Now, for the first time in the history of Micronesia, we have the three branches of government on a national level - the Executive, the Legislative and the Judicial. Each of these branches, in the democratic tradition, has vastly significant work to do and each must respect the duties and prerogatives of the other. I pledge the full cooperation of my office and of my staff to your needs, and I assure you that I will support your wishes to the fullest possible extent consistent with my own responsibilities to the people of Micronesia, to the President and the Government of the United States, to the United Nations and to the people of the United States who are investing millions of dollars annually in furthering the welfare of the people of this area.

I said in the beginning that it was gratifying to me to welcome you on this occasion. Those were not idle words. It is gratifying to any conscientious administrator to see plans with which he has been concerned, flower into such a vibrant reality as this Congress. But I am not alone in this feeling of triumph. Numerous other people - Micronesians, members of the Trust Territory staff, the Secretary of the Interior and his key staff, members of the Congress of the United States and officials of the United Nations - have anticipated this day for a long time. It is the day that many persons, some of whom are at present thousands of miles away, have looked forward to and aided and supported in ways too numerous to mention, and we are grateful to them all.

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Yes, the efforts of many people have led toward this goal, but your own efforts and your desire to assume leadership roles in Micronesia's development have been the vital driving forces toward self-government. All the steps you have taken along the paths of political advancement have led you directly toward this meeting today. The development of your village councils and municipal governments, your District Legislatures, the Territory-wide Advisory Council which grew into the Council of Micronesia, the immediate forerunner of this legislative body - this step-by-step growth, in which so many of you here have participated, has now borne fruit, in good measure and of strong tissue.

At a June meeting at the United Nations in 1961 - just over four years ago - in the chamber of the Trusteeship Council, one of your members sat beside me serving as Advisor to the U.S. Delegation. This was congressman Tosiwo Nakayama, then President of the Truk District Legislature and now a member of the House of Delegates of this Congress. Congressman Nakayama, in his statement to the Trusteeship Council, spoke of the meaning of the District Legislature to the people of Truk, saying: "The emergence of the Truk District Congress also created a new era in the life of the Trukese people in that it carries home to the grass-roots of their communities the essence of democratic government, the ideas of equal representation, and of freedom and equality under the law...." In his statement, Congressman Nakayama might well have been talking about this body, the Congress of Micronesia.

Shortly before this session of the Trusteeship Council --- on May 1, 1961, in fact --- I was appointed High Commissioner of the Trust

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Territory. On June 13, 1961, addressing the Trusteeship Council, I informed the members that we envisioned, if the present rate of political growth and progress continued, that by 1965 a Territorial Legislative Body should be in existence. Some people during that period felt that this statement was premature and that perhaps a decade or more would be needed to bring such a legislative body into existence. But at that time, although my tenure with the Administration had been very brief, my contact with Micronesians from all walks of life convinced me that we had a sound basis on which to build toward the establishment of a true territorial legislative body.

It is gratifying indeed that my prediction was well-founded, and that I now have the satisfying duty of reporting to this new legislative body on the state of the Territory that has been under my administration for the past four years. Coincidentally, it was just before I began my stewardship as High Commissioner that the triennial Visiting Mission of the Trusteeship Council had completed an inspection tour of the Territory. I shall use the recommendations contained in its report as a point of departure in summarizing the progress we have made in the last four years.

Besides urging the speediest possible development of a permanent legislative body, the Mission expressed the hope that the Administering Authority would accelerate the training of Micronesian administrative personnel in order that positions of high administrative responsibility could also be filled by qualified Micronesians in the near future. I am glad to report that we have complied with that suggestion purposefully and that during the last three years the turnover of senior administrative

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posts to Micronesians has been rapid. In 1963 Mr. Takeo Yano was named Assistant District Administrator for Administration in Palau. In 1964 Mr. Leo Falcam was appointed Assistant District Administrator for Administration in Ponape. In Truk Mr. Ray Setik and Mr. Tosiwo Nakayama were appointed to the posts of Assistant District Administrator for Administration and Public Affairs, respectively. In Palau, Mr. Thomas Remengesau was appointed Assistant District Administrator for Public Affairs.

This year Mr. Bailey Olter, advisor to the U.S. Delegation to the U.N. Trusteeship Council and a member of this Congress, was appointed Assistant District Administrator for Public Affairs in Ponape. The position of Political Affairs Officer on my staff was filled by a Palauan, Mr. Raymond Ulochong. A Palauan graduate of the George Washington University Law School, Mr. Kaleb Udui, was appointed to the position of Assistant Attorney General and has served very capably as Acting Attorney General on several occasions. Very recently, Mr. Manuel T. Sablan, of the Marianas, was appointed to the newly-created position of Assistant Director of Public Safety. Our Director of Sanitation, as you know, is Mr. Nachsa Siren of Truk.

These are but examples of how Micronesians have been moving to higher levels of administration. This upgrading process is operating on all levels at the most rapid rate possible.

Other recommendations of the 1961 Visiting United Nations Mission that have been carried out are, as you know: The transfer of the administration of Saipan, Tinian and the other northern Mariana Islands from the Navy to the Department of the Interior; the uniting of these islands with Rota to form one district, and the moving of the headquarters of the Administering Authority to a site within the Trust Territory.

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The 1961 Mission recommended renewed vigorous attempts to reach a settlement with the former residents of Kwajalein for the use of their land as a U.S. defense base. After 18 years of negotiations which had proved fruitless, we did, in fact, reach a settlement of this issue early in 1964. The Mission recommended that urgent attention be given to the payment of compensation for damages suffered several years before by the people of Rongelap from nuclear fall-out. The U.S. Congress has recently approved funds for generous payments to the people of Rongelap and it will soon be my pleasure to disburse these payments.

Perhaps the most severe criticism of Trust Territory programs by the 1961 Visiting Mission was in the field of education, and it is in this <sup>as you know</sup> field/<sup>that</sup> the Administering Authority has placed its greatest emphasis. We have as a matter of fact, undertaken an entirely new approach to education that goes far beyond the changes which the Mission recommended.

In short, every major problem area except one noted by the 1961 Visiting Mission by way of criticism or recommendation has been resolved or accomplished during the past four years, the one exception being the matter of securing settlement of claims for war damages against Japan, and on this issue the United States Government is still trying to reach an agreement.

Does this mean all our problems have been resolved? No indeed, it does not; for in public and governmental affairs, as in life itself, nothing is static, nothing stands still. As you know, another Mission traveled through the Territory last year and in its report noted areas requiring attention. That report, however, was notable for its favorable comment on the progress of the preceding three years and its chairman

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stated to the assembled Trusteeship Council that "the hum of activity can be heard throughout Micronesia." And the hum is louder today than it was then.

Let me summarize some of the progress we've made since 1961 in the development of the Territory's human and material resources.

As I said a moment ago, we have undertaken an entirely new approach in the field of education.

First, we have assumed full responsibility for the payment of teachers' salaries and for the construction and financing of school buildings as well as the provision of classroom equipment and teaching materials. Policies have been changed to provide for English as the medium of instruction in all grades and in all schools where competent teachers are available or will become available in the future.

To make this policy effective and to improve standards of teaching, a radical departure from previous policy has been the recruiting of American teachers. Last year there were 123 American teachers in the public elementary schools of Micronesia and this fall others will be added to the staff. At the same time, we are carrying out an intensive program for the further training of Micronesian teachers, including special summer training sessions in all Districts, and in 1963 we opened a new Teacher Training Institute in connection with the Pacific Islands Central School in Ponape under the supervision of educators from the University of Hawaii. Here, in the last two years, a total of 133 Micronesian teachers have had from one to two years of intensive training. For 1965-66 enrollment will be approximately 45.

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When increased appropriations became available two years ago, we started a major school construction program. Since then, we have built a total of 250 classrooms, all of them of permanent construction, most of them from cement block, and all of them modernly equipped. The crash program to improve elementary education has been confined largely to areas of concentrated population but will be extended during this coming fiscal year to the outlying islands.

We have made comparable strides in improving and enlarging opportunities in secondary and advanced education. In 1961 there was one public high school in the entire Trust Territory; today, there are six public high schools, one in each District. Enrollment has increased from 150 students in 1961 to 1,980 students last year and we are expecting an enrollment of 2,500 this year. In addition, two junior high schools have been built in the sub-districts of Ulithi and Kusaie, which will start senior high school classes this fall.

Opportunities for advanced education have also increased. In 1961, there were 56 students in college on Trust Territory government scholarships. This fall the total will be 171, including 43 in pre-medical and para-medical training.

This will bring to a total approximately 300 Micronesian students in institutes of higher learning, including about 15 District Congress scholars, a limited number on grants from outside institutions and approximately 100 students who will attend college on their own resources or through a combination of Administration and private assistance.

In the field of medical and health services, increasingly more funds and efforts have been expended. Funds for health services have been



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quadrupled, from \$583,901 in 1961 to \$2,120,000 for the fiscal year just ended. Two new hospitals, in Saipan and Palau, were built and in operation by the end of 1962, and one at Majuro was completed a few months later. In 1964 funds were allocated for a new hospital in Truk comparable to the one in Saipan, but construction was not started. The funds have been carried over to the new fiscal year and we expect construction to begin soon.

Since 1961 we have recruited six doctors with full medical degrees, one for each district, to provide on-the-spot assistance and advice to the Micronesian medical officers. Most significant was change in policy in 1962 to provide full medical training for future Micronesian doctors.

To help us analyze our particular health problems and to strengthen the organization of our Department of Public Health, with a view of insuring the best possible health services for the people of Micronesia, I have requested the services of a highly-qualified U.S. public health service specialist. I am happy to welcome Dr. Delmar Ruthig, of the U. S. Public Health Service who is with us today as a guest of the Congress.

There is an especially bright spot in our medical program that I am happy to report. In 1964, an intensive program was initiated in the Territory to immunize every Micronesian citizen against smallpox, diphtheria, whooping cough, tetanus, typhoid, para-typhoid and poliomyelitis, as well as BCG for tuberculosis. The Department of Public Health reports that the program has been completed or will be completed this month in the

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Districts of the Mariana Islands, Palau and Yap; that it is 75 to 80 percent complete in Truk and Ponape; and that it is completed in the Marshall Islands District Center and Ebeye. The program has been delayed in the outer islands of the Marshalls District because of logistics problems but will be launched there soon.

The problem of transportation in the far-flung area of the Trust Territory is difficult, as we all know, but an adequate system of transportation is essential, not only to the Micronesian people and the administration, but also as a necessary infrastructure for the Territory's economic development.

Four years ago, air transportation was so inadequate as to be a serious handicap in the work of the administration. We were entirely dependent on three amphibious planes with limited passenger and cargo capacity and the phrase, "I've been bumped," was a common complaint throughout the Trust Territory.

In 1961 plans were initiated for a major undertaking, the change from a water-based to a land-based operation. Although one of the amphibious craft was replaced by a DC-4 with five times the carrying capacity, which has eased the transportation problem, long-range plans called for the construction of three new airfields, a costly and time-consuming project. Two of these airfields have been constructed and are now in use, and work has been started on the third. When it is completed, we will have a basic inter-district airlines operation, which, with the addition of new aircraft as needed, will be capable of handling any traffic that may be required in the foreseeable future.

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We have made comparable improvement in sea transportation. Four years ago the frequency of shipping service to the District Centers was from two and a half to three months. Today, we have shipping service between Palau-Yap-Guam-Saipan every two weeks and to the other Districts every four weeks, with our ships carrying copra to Japan and returning with merchandise on the same schedule.

Shipping service within districts is also being improved. A new 65-foot vessel is providing regular cargo and passenger service in the Truk lagoon area and two new vessels, the Yap Islander and the Truk Islander, will be added to the Trust Territory fleet within a few weeks.

As for economic development, a big step was made a year ago with the opening of the Van Camp Seafood Company fisheries plant in Palau. Last year the company exported fish valued at \$291,000. Van Camp now has 12 boats, and is planning an immediate quarter-of-a-million dollar expansion of their Palau plant to increase capacity from 1500 tons to 2000 tons. The same company has requested a lease with tentative plans of opening a fisheries in Truk. Preliminary investigations have also been made by other companies interested in fisheries operations in the area.

A good example of how economic development multiplies opportunities once it gets started in a fertile community, is found in Palau. Not only are local fishermen on the Van Camp payroll, but a group of enterprising Palauans, with the Van Camp company providing a market for their catch, have started their own fisheries company and operate a fleet of seven fishing vessels.

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We have recently signed a two-year contract with a leading economic development consulting firm, which will prepare an inventory of assets, liabilities and opportunities in Micronesia to be used in creating a long-range integrated development program. At the same time, the firm will help in arranging for the development of immediate action projects. Whether or not the Micronesian economy can be developed to a self-supporting level is a question that has been debated at length over the years and one that may well be answered by the work of this consulting firm.

We are attempting to provide Micronesia with "economic boots" through government-sponsored pilot economic development projects and loans to local companies through the Economic Development Loan Fund. But let us not make the mistake of assuming that Micronesia can pull itself up by its own economic bootstraps. No developing country in the world has been able to do so and thus we must also carefully weigh the advantages of controlled outside capital investment for there are many benefits to the local economy from such investment and from joint commercial enterprises between local and outside interests.

This finishes my summary of progress in our major programs, but strides that are equally important have taken place in many other activities. Credit unions and producer cooperatives have grown at a rapid pace. In the last four years we have started adult education programs in every district. There has been a tremendous increase in the number of Micronesians taking refresher courses or receiving training in skilled trades in many parts of the world. Experimental projects have been conducted in many new crops, including rice in Ponape, ramie fiber in Palau, coir fiber in Truk, the production of cacao in Ponape,

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Truk, Palau and Yap, and pepper in Ponape. Last year a beef cattle project was started in the Marianas District, with 55 Santa Gertrudis heifers imported from the United States to form the foundation breeding herd. In Saipan, a local farmer has recently leased 1,380 acres of land for a cattle-growing enterprise. The beginning of a modest tourist trade is evident in two or three districts. More and more girls are entering school and assuming places of leadership in their communities. The employment rate is rising. People are beginning to build good solid homes for themselves and they are opening up grocery stores, filling stations, motels, hotels, restaurants and other business enterprises. Four years ago only two districts had banking facilities; today there are banks in every district but Yap and I am hopeful a bank can be established there in the near future. In 1961 there were radio broadcasting stations in two districts; now there is one in each of the six.

These activities are sure signs of prosperity and a growing economy. Yet there is a tremendous job that remains to be done. Many of the problems we face might be described as being typical of any growing but under-developed economy. In many cases, present resources are inadequate to meet the needs of the moment. But in other areas, our problems are peculiar to islands like these in Micronesia separated as they are by vast stretches of ocean. One of our most challenging problems and one that will require a bold and imaginative approach lies in improving living conditions, in supplying adequate medical services and educational opportunities for people in the more remote and thinly populated islands of the Territory.

Then, again, in the whole area of housing, we have hardly made a start. In the past our communities were built on the old "base" idea, with modern housing and utilities for administration activities and personnel. Now we

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must begin to expand power plants and sewerage systems and water facilities. The time has come for town and community planning, and the building of modern, low-cost homes that people can afford to buy. Our road system must be rehabilitated and extended.

These are but a few of our problems. Yet, if an economy is growing as ours is, problems can be minimized quickly. In the next few days I will be presenting to you legislative proposals within some of these problem areas for your consideration and action, many of which you are familiar with and probably have considered solutions. One of these which concerns the Congress itself is the need for better delineation of the functions and responsibilities of municipal and district government in relationship to the authority of the new Congress.

So far I have not mentioned the over-all budget which is the lifeblood of all these operations that I have been discussing. I would remind you at this time that one of your chief responsibilities will be the review of the budget program as it relates to the appropriation which we receive from the Congress of the United States and the development of a supplemental budget program for expenditure of local revenues.

With July 1, 1965 we began a new fiscal year, which will run until June 30, 1966. The Congress of the United States has passed our new appropriation in the amount of \$17,344,000, plus an estimated \$1,200,000 in reimbursements and local revenues for a total funding of \$19,544,000. In 1961, our total appropriation was less than \$6,000,000.

In conclusion, I am sure you are aware that we have reached a point from which there is no turning back. We must go forward with what we have and strive to do our best. Just about a month ago, Ambassador Frank Corner,

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the distinguished representative of New Zealand in the Trusteeship Council of the United Nations, said "One of the great watersheds is the establishment of a national legislature, freely elected and armed with at least a minimum of powers." He noted that once this step is taken - once this "watershed" has begun its plunge into the future, - it is decisive and irreversible.

He was speaking specifically of the Congress of Micronesia. He spoke in a friendly, optimistic way. The Free World itself is optimistic about the Congress of Micronesia, and the Free World expects much of it.

It is now time to begin work, and I again pledge the wholehearted cooperation of the Administering Authority and the Administration with the efforts which you initiate. Perhaps it is not inappropriate to reflect at this point on the words of the late President Kennedy when he said in his inaugural address, "Ask not what your country can do for you but rather ask what you can do for your country." I wish you the best possible success and Godspeed.